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ABSTRACT

Hearings before the Subcommittee on Child and Human Development of the Committee on Labor and Human Resources of the United States Senate on the Child Care Act of 1979 are contained in this report. The Act was conceived primarily to provide assistance and coordination in the provision of child care services for children living in homes with working parents. Testimonies include those of administrators of child care programs, state government officials and representatives of citizen's groups, research organizations, national professional organizations, and national commissions. In addition, the report contains various articles, publications, resource materials, and communications between committee members. (SS)

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CHILD CARE ACT OF 1979

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON
CHILD AND HUMAN DEVELOPMENT

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-SIXTH CONGRESS

FIRST SESSION

ON

S. 4

TO PROVIDE ASSISTANCE AND COORDINATION IN THE PROVISION OF CHILD-CARE SERVICES FOR CHILDREN LIVING IN HOMES WITH WORKING PARENTS AND FOR OTHER PURPOSES

FEBRUARY 6 AND 21, 1979

Printed for the use of the
Committee on Labor and Human Resources

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CHILD CARE ACT OF 1979

TUESDAY, FEBRUARY 6, 1979

U.S. SENATE,
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:27 a.m., room 6226, Dirksen Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston and Humphrey.

Senator CRANSTON. The hearing will come to order. I welcome each and all of you to the opening of this subcommittee's series of hearings on S. 4, the proposed Child Care Act of 1979, which I introduced on January 15 with Senators Williams, Riegle, Javits, and McGovern.

At this point, I want to welcome a new member of this subcommittee as ranking minority member, Senator Gordon Humphrey. I am delighted that you are here and I look forward to working with you.

As many of you know, this bill is a culmination of more than 2 years of work. Last winter, the subcommittee held a series of hearings on the subject of child care. We heard testimony from witnesses all over the United States and reviewed written testimony and comments from many more interested individuals. Witness after witness told the subcommittee of the need for more child-care programs and of the great difficulties faced by working parents in trying to find child care.

Because of the time constraints facing us this morning, I will not reiterate the statistics which demonstrate the dramatic increase in the numbers of working mothers in recent years. Last week, the full Human Resources Committee, under the able leadership of our chairman, Senator Williams, conducted 2 days of hearings, looking at the needs of American women during the coming decade.

It was significant that witness after witness cited the lack of adequate child-care arrangements as one of the principal roadblocks to women in the area of employment. I believe it is essential that we take the necessary steps now to design an efficient and cost-effective mechanism for meeting child-care needs as the demand continues to grow.

In this regard, I would like to mention that the General Accounting Office is today releasing a report on the cost effectiveness, in general, of child development programs. This report confirms many projections about the cost effectiveness of Government spending on children's service programs, and we will certainly be carefully reviewing the GAO's findings and recommendations as we work on this legislation.

Due to a scheduling conflict, I am going to have to leave this hearing at 12. In order to provide time to hear from each witness, I am going to withhold most of my questions and submit them to the witnesses in writing. I also have a longer opening statement which I will insert in the hearing record, rather than deliver. Copies of it are available, along with reprints of my January 15 introductory statement.

Each of the witnesses has been asked to summarize his statement. I want to ask those who are appearing, to keep your statements between 7 and 10 minutes so I will have an opportunity, personally, to hear the witnesses. We will have enough time to hear everyone if each witness helps us by staying in these time limits. In order to assist in meeting the schedule, we will notify each witness when your 7 minutes are up. The full written testimony of each witness will, of course, be included in our hearing record.

I also am going to have to leave at some point, briefly, to go to another committee hearing during this busy morning, but I intend to keep the hearing going during that time.

Gordon, do you have any opening comments?

Senator **HUMPHREY**. No.

OPENING STATEMENT OF SENATOR CRANSTON

Senator **CRANSTON**. This morning the Child and Human Development Subcommittee of the Human Resources Committee begins a series of hearings on S. 4, the proposed "Child Care Act of 1979". I introduced this legislation on January 15, along with the chairman of the full committee, Senator Williams, and my colleague on the Child and Human Development Subcommittee, Senator Riegle, and Senators Javits and McGovern.

As many of you know, this bill is the culmination of more than 2 years of work in developing Federal legislation in this area. Last winter, the subcommittee held a series of four hearings in California and Washington, D.C., to solicit the comments of parents, child-care providers, and others concerned with the welfare of children about the need for Federal legislation in the child-care area and how best to shape such legislation. Over 50 witnesses appeared and numerous others have forwarded written testimony to be included as part of the hearing record.

The subcommittee heard witnesses from all over the United States—from Arizona, California, Colorado, Connecticut, Florida, Kansas, Maryland, New Jersey, New York, Pennsylvania, Virginia, and Washington—and received written communications from numerous individuals from other States. The strongest theme to emerge from the hearings was the need for more child-care programs. Witness after witness told of the difficulties that parents face in trying to find good child care they can afford, of the long waiting lists for all types of child-care programs, and of the lack of funds to start new programs or to expand existing ones. Statistics released by the U.S. Department of Labor in March of 1977 estimated that there were then 6.4 million children in the Nation under the age of 6 whose mothers were working and 22.4 million children from 6 to 17 years old with working mothers. Yet, according to 1976 HEW data, there are only 1.6 million licensed child-care openings, including center-based and family-based child care, available thoughout the Nation.

In recent years, the number of working mothers of children under the age of 18 has dramatically increased from approximately 42 percent in 1970 to 53 percent in 1978—an increase of 26 percent in 8 years—and it continues to rise each year. For example, 1977 data from the Department of Labor indicate that 40.9 percent of all mothers of children under that age of 6 were in the labor force; this percentage had increased to 43.7 percent by March 1978—an increase of almost 7 percent in a single year. The percentage of labor force participation by mothers of children ages 6 to 18 also increased from 58.3 percent in 1977 to 60 percent in 1978—an increase of almost 4 percent.

These figures illustrate without any doubt that a majority of mothers of children under the age of 18 are in the labor force and that the percentage of working mothers—particularly mothers with younger children—is growing every year. Yet, our witnesses clearly indicated that there has been no corresponding growth in the availability of licensed child care for the children of these working parents. Indeed, quite the contrary appears to be true. Existing programs are severely overtaxed, lengthy waiting lists prevail for admission to ongoing programs, and there is a great deal of uncertainty about what is happening to the hundreds of thousands of children whose mothers are working and for whom there simply are not enough licensed child-care openings. Census data tells us that at least 2 million school-age children between the ages of 7 and 13 are simply left alone without any supervision; and that another 20,000 preschool children under the age of 6 are left alone while a parent works.

This problem of unsupervised children will clearly continue to grow as the rising cost of living and other social conditions bring more and more mothers of young children into the workforce in order to maintain decent standards of living for their families. In my own State of California, it is projected that the number of children with working mothers is expected to increase another 30 percent in just the next 5 years. Moreover, it is estimated that nearly one-fourth of all California children under 14 years of age will live in one-parent families by 1984.

Last week, the full Human Resources Committee, under the leadership of our able chairman, Senator Williams, conducted very telling 2 days of hearings looking at the needs and problems of American women during the coming decade. Significantly, witness after witness cited the lack of adequate child-care arrangements as one of the principal roadblocks to women in the area of employment in the coming decade.

Sarah Weddington, chair of the Interdepartmental Task Force on Women, and President Carter's principal advisor on women's issues, in a prepared statement for the full committee hearing, projected that by 1990, the need for child-care providers could be as much as 60 percent more than are presently providing care, and that about 17,400 day-care centers and 1 million family day-care homes will be needed to care for the estimated additional 2.2 million preschoolers whose mothers will then be in the workforce.

These figures, incidentally, address the need for care for preschool children only. What about the almost 2 million school-age children who currently are left without any supervision after school? How will we accommodate the growing need for care for this category of children, as well as for preschoolers?

The social costs of unattended children in this category are high: increased juvenile delinquency, vandalism, drug and alcohol experimentation and other adverse social consequences. Investment in child care for these children holds the promise of reduced economic and social costs resulting from lack of after-school adult supervision.

Although the Federal Government is already deeply involved in child care, either through direct support such as under title XX of the Social Security Act, or indirect spending through the tax credit provisions of the Internal Revenue Code, our present Federal activities in the area of child care provide little or no assistance to low-income working families who are struggling to stay in the labor force—and off welfare. These families, whose incomes are too low to get any substantial benefit from the tax credit and too high in many cases to be eligible for programs, such as title XX, which are targeted on welfare or poverty-level families, are today facing great difficulties in finding adequate child care at prices they can afford. Their plight will worsen significantly in the coming years as the number of working mothers continues to grow. I believe that we must find some way of assisting these families so that they can stay in the workforce and keep their families together. A number of witnesses who testified before our subcommittee last year stressed the very important fact that providing child-care services for working families helps keep these families together.

There are many who will question the wisdom of proposing child-care legislation in this time of great and very legitimate concern about Federal spending. Yet, there is simply no question that the demand and very real need for child care will continue to grow. If we take steps today to stimulate the design of an efficient and cost-effective mechanism for responding to those needs, the ultimate savings will far outweigh the short-term expenditures. Indeed, those very expenditures may rapidly be offset by increased tax revenues derived from parent earnings and reductions in governmental and other expenditures necessitated by the effects of lack of adequate child-care arrangements.

Indeed, today, the General Accounting Office is releasing a comprehensive report on child-development programs which concludes that the Federal Government's investment in these programs is well spent. The GAO report points out the numerous cost benefits of child development programs, including reductions in subsequent spending to overcome the educational and health deficiencies and long-term reductions in dependency upon the public welfare system. The GAO report also notes the increased tax revenues which result from investment in early childhood development programs and the savings in costs associated with crime which can be related to these programs. Although the GAO's review focused on child development programs targeted to help families at particular risk of breakup, rather than on child-care programs serving lower income working families, the GAO findings have clear implications for our efforts in the child-care field as well.

This is the time for fiscal austerity and prudence; but it is not the time for wholesale retreat on our commitment to resolving our social and economic ills. We must not attempt to balance the Federal budget at the expense of our older, our poverty-pressed, or our disabled citizens. In the same way, helping working parents to earn enough to care for themselves and their families—and securing adequate care for preschool and schoolage children of working parents—must continue to be a priority even in these times of budgetary restraints.

[The text of S. 4 follows:]

96TH CONGRESS
1ST SESSION

S. 4

To provide assistance and coordination in the provision of child-care services for children living in homes with working parents and for other purposes.

IN THE SENATE OF THE UNITED STATES

Mr. CRANSTON (for himself, Mr. WILLIAMS, Mr. RIEGLE, Mr. MCGOVERN, and Mr. JAVITS) introduced the following bill; which was read twice and referred to the Committee on Human Resources

---

A BILL

To provide assistance and coordination in the provision of child-care services for children living in homes with working parents and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Child Care Act of 1979".

STATEMENT OF FINDINGS AND PURPOSE

SEC. 2. (a) The Congress finds that—

(1) the number of children living in homes where both parents work or where children are living with a single parent who works has increased dramatically over the last ten years;

(2) the number of licensed child-care openings is far short of the number required for children in need of child-care services;

(3) existing child-care programs are frequently filled to capacity and often have long waiting lists for admission;

(4) the lack of available child-care services results in many children being left—some all day—without adequate supervision;

(5) the rise in school vandalism, juvenile alcoholism, and serious juvenile crimes has been accompanied by an increase in the number of school-age children with working parents and without resources for after-school supervision;

(6) many parents are unable to afford adequate child-care services and do not receive any financial assistance for such services through any established program;

(7) the years from birth to age six are especially important in the development of a child and the care children receive during this period is critical to the developmental process;

(8) making adequate child-care services and alternatives available for working parents promotes and

strengthens the well-being of families and the national economy; and

(9) there is a lack of coordination among existing child-care programs receiving Federal and State assistance and among such programs and other programs providing services to children and their families, and an absence of a coordinated administration of child-care programs and services at the Federal level.

(b) Recognizing that the parent is and must continue to be the primary influence in the life of the child and that the parent must have ultimate responsibility for decisions on how the child will be raised, it is the purpose of this Act—

(1) to provide assistance to States in improving the quality of and coordination among child-care programs and provide additional resources for child-care services;

(2) to provide mechanisms for assessing the extent of the need for child-care services in the Nation;

(3) to promote coordination at all governmental levels of child-care programs and other services for children and their families;

(4) to promote the availability and diversity of quality child-care services for all children and families who need such services;

(5) to provide assistance to families whose financial resources are insufficient to pay the full cost of necessary child-care services; and

(6) to strengthen the functioning of families by seeking to assure that parents are not forced by lack of available programs or financial resources to place a child in an undesirable care facility or arrangement.

PROTECTION OF PARENTAL RIGHTS

SEC. 3. Nothing in this Act shall be construed to authorize any public agency or private organization or any individual associated therewith to interfere with, or to intervene in, any child-rearing decision of parents.

STATE ACTIVITIES

SEC. 4. (a) Any State desiring to participate in a program authorized by this Act shall submit to the Secretary a plan, not less often than biennially, in such detail and form as the Secretary deems necessary. Each such plan shall—

(1) specify the State agency to be designated or created as the State agency which will, either directly or through arrangements with other State or local public agencies, act as the State agency responsible for the administration and oversight of the plan submitted under this subsection;

(2) provide that the specified State agency will—

(A) make an assessment of child-care needs in the State and an assessment of the effectiveness of programs and services under this Act and other provisions of law in meeting such needs;

(B) develop a plan designed to meet the need for child-care services within the State for preschool children and school-age children, with special attention to meeting the need for services of migrant children, handicapped children, children with limited English-language proficiency, and other groups of children having special needs;

(C) coordinate, to the maximum extent feasible, the provision of services under this Act with other child-care programs and services assisted under any State or other Federal provision of law, and with other appropriate services, including health and nutritional services, available to such children under other Federal and State programs; and

(D) prepare the reports required under subsection (d) of this section;

(3) provide that—

(A) funds under this Act will be distributed within the State in accordance with the plan submitted to the Secretary under this section and will be used for services provided only by child-care providers which —

(i) are licensed in the State or have applied for a renewal of such license and are determined by the State to be likely to be approved for renewal; and

(ii) meet the standards prescribed under section 5(c);

(B) funds will be distributed to eligible child-care providers by contract or grant, or may be distributed through alternative payment arrangements; and

(C) priority will be given to child-care providers in the State that provide assurances that—

(i) priority for services will be given to children on the basis of family need, taking into account family income, family size, and the special needs of children from households with a single parent; and

(ii) each such child-care program will, to the maximum extent feasible, provide for an economic mix of children enrolled;

(4) provide that funds will be distributed, to the maximum extent feasible, to a variety of child-care

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providers in each community, including, but not limited to, child-care centers and family day care providers;

(5) provide for the establishment of fee schedules based upon the services provided and family income adjusted for family size for children receiving services assisted under this Act;

(6) provide for the establishment of procedures for data collection and evaluation designed to show (in a manner not inconsistent with guidelines established by the Secretary)—

(A) how the child-care needs of the State are being met by programs assisted under this Act,

(B) the degree to which child-care needs are not being met by programs assisted under this Act or other programs,

(C) the extent to which the availability of child care has been increased, including, but not limited to, measures of licensed child-care openings and of the extent to which existing programs are filled, and the numbers and average time associated with waiting lists for admission to existing programs,

(D) how the purposes of the Act and the objectives of the State set forth in each State plan are being met;

(7) provide, by grant or contract, for the support or establishment of information and referral services to assist parents in securing child-care services;

(8) provide, by grant or contract, for training programs for child-care personnel;

(9) establish procedures for the development and implementation of State licensing of child-care providers in accordance with the criteria prescribed pursuant to section 7(a);

(10) establish procedures for meaningful parental involvement in State and local planning, monitoring, and evaluation of programs and services provided under this Act;

(11) provide assurances that funds received under this Act will be used to supplement, and not supplant, existing Federal funds used for the support of child-care services and related programs;

(12) provide, for each fiscal year, that the State will use for administration of the State plan for such fiscal year an amount not to exceed 10 per centum of the funds distributed to such State, except that in the case of Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands, the State will use an amount not

to exceed 5 per centum of the funds distributed to such State, for administrative costs; and

(13) provide for the establishment of a State Advisory Panel in accordance with subsection (b) of this section and specify the amount of funds to be allocated to such panel.

(b)(1) The State Advisory Panel on Child Care established by the State shall be composed of not less than sixteen members—

(A) of which at least 25 per centum will be parents of children receiving child-care services assisted under this Act,

(B) of which at least 25 per centum will be representatives of child-care providers within the State, including representatives of different types of child-care programs, and

(C) of which at least 25 per centum will be professionals in the field of child development and related fields.

(2) The State Advisory Panel shall—

(A) advise the State on the preparation of, and policy matters arising in the administration of, the State plan submitted under subsection (a) of this section,

(B) review and submit comments to the State agency on the State plan, and

(C) review and evaluate child-care programs and services under this Act and other provisions of law in the State and the progress of such programs and services in meeting the needs of the State in the provision of child-care services and make recommendations, as appropriate, on the development of State standards and policies relating to child-care programs and the provision of child-care services,

and may prepare and submit, through the State agency created or designated under clause (1) of subsection (a) of this section, such recommendations and evaluations, together with such additional comments, as that State agency deems appropriate, to the Secretary.

(3) Each State Advisory Panel shall meet within thirty days after the beginning of each fiscal year and establish the time, place, and manner of its future meetings, except that such panel shall have not less than two public meetings each year at which the public is given an opportunity to express views concerning the administration and operation of the State plan.

(4) Each State Advisory Panel shall be authorized to obtain the services of such professional, technical, and clerical personnel and to contract for such other services as may

be necessary to enable the panel to carry out its functions under this Act. The Secretary shall assure that funds sufficient for the purpose of this paragraph are made available to each panel from funds available for the administration of the State plan.

(c) The Secretary shall approve any State plan, and any modification thereof, if (after approval of the first such plan) the State agency has complied with the provisions of subsection (d) of this section and if such plan complies with the provisions of subsections (a) and (b) of this section, and the Secretary shall not disapprove any State plan except after reasonable notice, an opportunity to correct deficiencies in the plan and notice of an opportunity for a hearing.

(d) For the purpose of providing information to the Secretary and the Congress to aid in their oversight of the implementation and effectiveness of programs under this Act, the State agency specified under subsection 4(a)(1) of this Act shall prepare and submit to the Secretary not later than December 1 of each year, a concise report describing their activities, results, and performance in meeting the objectives of the State plan and the purposes of this Act. The report submitted under this subsection shall contain the results of the data collection, reviews, and evaluations carried out pursuant to subsections (a)(6) and (b)(2)(C) of this section.

NATIONAL ADMINISTRATION

SEC. 5. (a)(1) The Secretary shall designate an identifiable administrative unit and an individual in charge of such unit within the Department of Health, Education, and Welfare to carry out the provisions of this Act and to coordinate other activities within the Department of Health, Education, and Welfare relating to child care.

(2) The Secretary shall make available to such unit such staff and resources as are necessary to carry out effectively its functions under this Act.

(b)(1) The Secretary shall establish within six months after the date of enactment of this Act within the Office of the Secretary a National Advisory Panel on Child Care Needs and Services which shall be composed of not less than sixteen members—

(A) of which at least 25 per centum will be parents of children receiving child-care services under this Act,

(B) of which at least 25 per centum will be representatives of child-care providers, including representatives of different types of child-care programs, and

(C) of which at least 25 per centum will be professionals in the field of child development and related fields, and not less than one-third of the members serving on the National Advisory Panel shall be individuals who are serving on, or have served on, a State Advisory Panel established by a State under section 4(b).

(2) The National Advisory Panel shall review Federal policies with respect to child-care services and shall make recommendations to and advise the Secretary with respect to the standards developed by the Secretary pursuant to subsection (c) of this section.

(3) The Secretary shall provide such personnel and technical assistance as may be required to permit the National Advisory Panel to carry out its functions under this section.

(4) Members of the National Advisory Panel who are not regular full-time employees of the United States shall, while attending meetings and conferences of the National Advisory Panel or otherwise engaged in the business of the National Advisory Panel, be entitled to receive compensation at a rate fixed by the Secretary, but not exceeding the rate specified at the time of such service for GS-18 in section 5332 of title 5, United States Code, including traveltime; and, while so serving on the business of the National Advisory Panel away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of

title 5, United States Code, for persons employed intermittently in the Government service.

(c)(1) The Secretary shall, with the assistance of the National Advisory Panel, not later than twelve months after the date of enactment of this Act, prepare and develop proposed standards to be applied to programs receiving funds under this Act. The standards developed pursuant to this subsection shall cover factors having a demonstrated impact on the quality of child care including but not limited to—

(A) group size and composition in terms of the number of teachers and the number and age of children,

(B) the qualifications of the child-care provider,

(C) the physical environment,

(D) parental involvement, and

(E) necessary support services.

(2) The Secretary shall publish the proposed standards in the Federal Register after distribution of the proposed standards to each State panel and State agency designated or established under section 4(a)(1).

(3) After taking into consideration any comments received by the Secretary with respect to the regulations proposed under paragraph (1) of subsection (c) of this section, but in no event later than one hundred and twenty days after the Secretary publishes proposed standards under paragraph

(2) of subsections (c) of this section, the Secretary shall publish in the Federal Register final standards to be applied to programs receiving funds under this Act.

DEMONSTRATION PROJECTS

SEC. 6. (a) The Secretary is authorized to make grants to and enter into contracts with public agencies and private organizations to support innovative, demonstration child-care projects, including projects providing nighttime care, care for sick children, migrant children, children with limited English-language proficiency, handicapped children, or other special needs populations. No grant may be made under this subsection unless adequate funds are included in such grant to evaluate and report to the Secretary on the effectiveness of the approach of the program receiving assistance in meeting the child-care needs of the families being served.

(b) No grant may be made under this section unless an application is made to the Secretary at such time, in such manner, and containing or accompanied by such information as the Secretary determines necessary. The Secretary is authorized to establish regulations to carry out the provisions of this section.

LICENSING IMPROVEMENT GRANTS

SEC. 7. (a) Each State receiving assistance under this Act shall prepare a report to be submitted to the Secretary outlining the current status of child-care licensing within the

State, deficiencies, if any, in the existing licensing program, the plan of the State for expanding its licensing program to cover all types of child-care providers (except where children are being cared for in their own homes, by a relative, or on a less than full-time basis in a noncommercial, neighborhood setting, such as a cooperative play group or occasional child-care arrangements) and the types of assistance the State requires to make improvements in its licensing program. Each such State shall submit its report under this subsection not later than twelve months after it first receives a payment under section 10.

(b) The Secretary is authorized to make grants to States submitting a report under subsection (a) of this section for the purpose of developing, improving or implementing its child-care licensing program. No grant may be made under this section unless the State submits an application to the Secretary therefor at such time, in such manner, and containing or accompanied by such information as the Secretary deems necessary.

(c) The Secretary shall, with the assistance of the National Advisory Panel on Child Care Needs and Services and with the cooperation of the National Conference of Uniform Commissioners of State Laws, develop a Model State Licensing of Child Care Providers Act to be used by the States as a guide to improving licensing of child-care providers.

TRAINING AND TECHNICAL ASSISTANCE

SEC. 8. (a)(1) The Secretary is authorized to make grants to and enter into contracts with institutions of higher education, State and local public agencies, and private organizations to provide preservice and inservice training to teachers and administrative personnel involved in child-care programs, to recruit and train low-income parents for child-care positions, to provide specialized training in early childhood education for certified elementary school teachers who are unemployed, to train information and referral workers, to train persons providing services to handicapped children, migrant children, and children with limited English-language proficiency, and to develop and improve teacher certification criteria for child-care programs.

(2) The Secretary is authorized to provide technical assistance to States in planning, developing, and coordinating child-care services, in the development, expansion, and implementation of State licensing of child-care programs, and in the development and conduct of teacher or child-care-provider training programs with special attention to the factors described in paragraph (1) of this subsection.

(b) No grant may be made under this section unless an application is made to the Secretary at such time, in such manner, and containing or accompanied by such information as the Secretary deems necessary.

ALLOTMENTS

SEC. 9. (a) From the sums appropriated pursuant to section 14(a) for each fiscal year, the Secretary shall allot not more than one per centum among Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands according to their respective needs.

(b) From the remainder of such sums, the Secretary shall allot—

(1) to each State the amount which bears the same ratio to 50 per centum of such remainder as the number of children living in homes in which—

(A) both parents of such child are employed, or

(B) the child resides with only one parent and that parent is employed,

in such State bears to the number of such children in all States; and

(2) to each State an amount which bears the same ratio to 50 per centum of such remainder as the number of children who reside in households having incomes which are equal to or less than one-half of the median income of the United States for families of the same size, as determined in accordance with criteria

established by the Secretary, in such State bears to the number of such children in all States.

For the purpose of this subsection, the term "State" does not include Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

(c) That portion of any State's allotment under subsection (a) for a fiscal year which the Secretary determines will not be required for the period such allotment is available shall be available for reallotment from time to time on such date during such period as the Secretary may fix to other States in proportion to the original allotment of such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum the Secretary estimates will be needed in such State and will be used for such period for carrying out State plans approved under this Act, and the total of such reduction shall be similarly realloted among the States whose proportionate amounts are not so reduced. Any amount realloted to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) of this section for such year.

PAYMENTS

SEC. 10. (a) From the amounts allotted to each State under section 9 of this Act, the Secretary shall pay to each

State having a plan approved by him under section 4 a grant in an amount equal to the total sums to be expended by the State under the plan for the fiscal year for which the grant is to be made.

(b) Payments under this Act may be made in installments, in advance, or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

WITHHOLDING OF GRANTS

SEC. 11. Whenever the Secretary, after reasonable notice and opportunity for a hearing to any State, finds—

(1) that there has been a failure to comply substantially with any provision or any requirements set forth in the State plan of that State approved under section 4; or

(2) that in the operation of any program or project assisted under this Act there is a failure to comply substantially with any applicable provision of this Act,

the Secretary shall notify such State of the findings and that no further payments may be made to such State under this Act (or in the discretion of the Secretary, that further payments to the State will be limited to programs or projects under the State plan or portions thereof, not affected by such failure) until the Secretary is satisfied that there is no longer any such failure to comply, or that the noncompliance will be promptly corrected.

REVIEW AND EVALUATION

SEC. 12. (a) The Secretary shall make reviews and evaluations of the programs and activities carried out under this Act (to be conducted by persons not directly or indirectly involved in administration of the programs or activities to be reviewed or evaluated) and conduct studies of child-care needs for the purpose of providing information aimed at—

(1) enabling the Congress and the executive branch to agree upon specific, realistic objectives and expectations of achievement for programs and activities carried out under this Act;

(2) determining whether the programs and activities established and carried out under this Act at the Federal, State, and local levels will be likely to achieve progress toward such objectives and expectations;

(3) assuring that sufficient data necessary to ascertain such progress is collected and made available to the Congress and the executive branch; and

(4) improving the capability of the Congress and the executive branch to understand child-care needs in the Nation and how best to meet such needs in a cost-effective fashion.

(b) In carrying out reviews, evaluations, and studies under this section, the Secretary shall—

(1) ascertain the specific objectives and expectations for achievement regarding programs and activities carried out under this Act of appropriate managers and policymakers in the executive branch and of appropriate committees of the Congress;

(2) examine a representative sample of the actual operation and results of such programs and activities at the Federal, State, and local levels;

(3) compare the objectives and expectations for achievement with the actual operation and results of programs and activities, including comparisons of the objectives of State plans with the actual operation and results under such plans and an assessment of the effects of increased availability of child care (including changes in the incidence of child abuse, school vandalism, and juvenile delinquency, and other relevant effects such as in health status, school attendance, and school performance);

(4) identify or develop programs and activities, or parts of programs and activities, that are able, or are likely to be able, to achieve in a cost-effective fashion progress toward such objectives and expectations; and

(5) determine how the results of such reviews, evaluations, and studies can best be disseminated and utilized to achieve the purposes described in subsection (a) of this section.

The Secretary shall prepare and transmit to the President and the Congress on or before March 1 of each year a concise report containing—

(1) a statement of specific, realistic objectives and expected progress toward such objectives over the next year for the programs and activities carried out under this Act, and a statement relating such objectives and expected progress to the purposes of this Act;

(2) the results of all comparisons made under subsection (b)(3) of this section, including comparisons necessary for judging the effectiveness with which State plans, and the objectives of such plans, are carried out at the State and local levels;

(3) the results of efforts under subsection (b)(4) of this section, including options or recommendations (or both) with respect to any legislative action deemed necessary or desirable for achieving the purposes set forth in subsection (a) of this section; and

(4) plans for reviews, evaluations, and studies under this section for the ensuing year, including a statement detailing the programs and activities (or

parts thereof) carried out under this Act to be the subject of such activities.

(d) The Secretary shall prepare and transmit to the President and the Congress not later than four years after the date of enactment of this Act a report on child-care needs in the Nation. Such report shall include, but not be limited to, a summary of the results of data collection under sections 4(a)(6)(A), 4(a)(6)(B), and 4(b)(2)(C) and any studies of child-care needs conducted by the Secretary under this section, a summary of other relevant research on child-care needs, and an analysis of options for more fully meeting such needs including options for legislative action.

(e) The Secretary and the Comptroller General of the United States, or any of their duly authorized representatives, shall, until the expiration of three years after the completion of a program, project, or activity authorized or assisted under this Act, have access for the purpose of audit and examination to any books, documents, papers, and records of recipients which in the opinion of the Secretary or the Comptroller General may be related or pertinent to the grants authorized to be made under this Act.

DEFINITIONS

SEC. 13. As used in this Act—

(1) "child" means any individual who has not attained the age of fifteen;

(2) "parent" includes any natural parent, foster parent, or legal guardian with whom the child resides;

(3) "Secretary" means the Secretary of Health, Education, and Welfare; and

(4) "State" means each of the several States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands, America Samoa, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

AUTHORIZATION OF APPROPRIATIONS

SEC. 14. (a) There are authorized to be appropriated for fiscal year 1980, and for each of the four succeeding fiscal years such sums as may be necessary for carrying out the provisions of this Act. Of the sums so appropriated for any fiscal year, 75 per centum shall be used for making grants under section 4, relating to grants for carrying out the State plan; 5 per centum shall be used for making grants under section 6, relating to demonstration projects; 5 per centum shall be used for making grants under section 7, relating to licensing assistance; 5 per centum shall be used for making grants or contracts under section 8(a), relating to training programs; and 10 per centum shall be used for carrying out the provisions of sections 5, 8(b), and 12 relating to national administration (including the reasonable expenses of the National Advisory Panel on Child Care Needs and Services) and training and technical assistance.

(b) No funds are authorized to be appropriated for any fiscal year unless funds appropriated for the preceding fiscal year to carry out part A of title V of the Economic Opportunity Act of 1964, relating to Project Head Start, are at least equal to the funds appropriated for such part for the fiscal year 1979.

Senator **Cranston**. We will now proceed with two members of our opening panel, Jan Yocum of the Day Care and Child Development Council of America, Washington, D.C.; and Joyce Black, president of the Day Care Council of New York, on behalf of the Child Welfare League of America, Inc.

Welcome; thank you very much for being with us.

STATEMENT OF JOYCE BLACK, PRESIDENT, DAY CARE COUNCIL OF NEW YORK, ON BEHALF OF THE CHILD WELFARE LEAGUE OF AMERICA, INC.; AND JAN YOCUM, EXECUTIVE DIRECTOR, DAY CARE AND CHILD DEVELOPMENT COUNCIL OF AMERICA, INC., WASHINGTON, D.C., A PANEL

Ms. **Black**. Thank you very much for inviting me to be here this morning. My name is Joyce Black, and I am here today on behalf of the Child Welfare League of America.

Rather than read our detailed statement, I would like to submit it for the record and make a few oral comments. Is that all right?

Senator **Cranston**. Yes.

Ms. **Black**. Thank you. I would just really briefly like to talk to you about a few critical issues in child care from the perspective of the Child Welfare League and its nearly 400 member agencies, as well as from the perspective of the Day Care Council of New York, which is a membership agency of 300 member day care centers.

I am a board member of the league and chair the league's public policy committee and I am president of the Day Care Council of New York. I would first like to talk about the social service impact on day care. It is very important, as far as we are concerned, that the social service component be included in all day care, because it makes an impact on the delivery of services to children and their families.

We look at day care as a preventative service. It not only prevents family breakdown; it keeps the family intact. It also identifies early problems with young children. Unfortunately, the social service component was taken out of day care in New York City during the fiscal crisis and, indeed, some of the problems that arose as far as families going back on public assistance were enormous. Fortunately, this component has been restored.

I would also like to mention that many of the people in New York State feel that group day care is far too costly and that family day care can substitute for the needs of group day care. In my personal opinion, children and families should have the option between group and family day care; both can play a role.

Certainly, group day care, from the developmental standpoint and social service standpoint, is a very appropriate thing for those families who need and want it. Family day care, in its own way, can have an impact on family life.

It is very important to note that, at this point in New York City, we have a waiting list of families who have been certified for day care of 10,000 children. We would need approximately $33 million right now in order to serve those children who are on the waiting list and that approximate number of 200,000 children who need the service. If you break that down on a State basis and add it across the country on a pro rata basis, it would come to approximately

$500 million today that we would need to have the $33 million filter down to New York City to meet our current needs.

In regard to what we call the Mondale-Packwood money, which was over-the-ceiling money for services, that money, of which, over the last 3 years, New York State has received approximately $25 million—last year, New York City was to have received $18 million of that $25 million. We have not seen any of it, as far as day care is concerned. There was no maintenance-of-effort clause in that legislation, as you will recall, and that money has not been seen by the day-care community, which is extraordinarily unfortunate.

The State claims that because of the COLA benefits for the unions that were given to New York City this fall, that $4 million came into the city. But the agency that administers day care in New York, the agency for child development, has not seen a nickel of that money in the last 3 years since we got it into the State coffers.

I think this is a very important point to mention, because it seems to me that we have to look at other ways of funding day care for the future, not just through title XX and over-the-ceiling money.

We have just received, and will submit for the record, material from HEW which shows that day care spending as a percentage of the total title XX budget has decreased nearly 4 percent from fiscal year 1976 to fiscal year 1979. Even as the total amount of dollars, both State and Federal, have increased $50 million from 1978 to 1979, the steady erosion as a total proportion of the budget indicates the pressures from States which must meet support of other title XX services at increasingly larger proportions. A very good example of this is in the State of New York where, originally under title XX, a large percentage of our title XX money—something almost, in New York City, of up to 70 percent—went to day care. We are now down to just under 60 percent and, statewide, under 50 percent, where 46 percent of the title XX moneys in New York State go to day care.

A State-by-State look at the title XX data shows that California decreased its amount of title XX dollars for day care by $20 million, representing a 14-percent cut in title XX-funded programs. Certainly, in the post-proposition 13 era, local communities are not going to be able to find additional local resources to maintain these programs or even to keep up with inflation.

While New York State estimates a $10 million, or 9 percent statewide increase in day-care funds, I can assure you that that increase represents the results of union negotiations for COLA benefits for cost of living, which had to be given and should have been given and was well deserved. But this does not mean that there is any programmatic increase in day care in New York since the cutback of 89 centers 2 years ago in the city alone.

When the largest human resource program, title XX, cannot support day care at a maintenance of effort level for those families with the most need, it is obvious that we need a separate piece of day care legislation like S. 4, and we need Federal funding for it very, very soon. My 7 minutes are up, but I would love to go on.

Senator **Cranston**. Seven minutes go very rapidly.

Ms. **Black**. Would you like to ask me anything or should I go on?

Senator Cranston. If you want to just briefly summarize what else you would have said.

Ms. Black. Well, I was just going to say three other important things. I would like to again say that our feelings in New York are very strong about the preventative aspects of day care programs. Not only does day care prevent family breakdown and keep families intact, but it is a source of strengthening for young children.

We did a study in 1972; it was a day care council study which John Dill did for us to determine what happens to young children once they go from day care into the public school system. The results of that study were extraordinary. Not only were their reading abilities stronger and their math abilities stronger, but their social adjustment was stronger. They were more flexible; they listened better, et cetera. It is an excellent study and I would recommend it to your reading.

I also feel that there has to be some new way of delivering daycare services if we want to maintain the individual as self-supporting. In New York City, 60 percent of our families in day care are single-parent families with female heads of household. These families are self-supporting, but once they go over the eligibility standards, those mothers have got to find other resources to take care of their children. If a mother and a child's income goes over $10,200, that mother has to go into a proprietary situation where the standards are not the same as they are in the publicly funded centers.

[The prepared statement of Ms. Black, the Child Welfare League of America, and additional material supplied follows:]

DAY CARE COUNCIL OF NEW YORK, INC.
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STATEMENT PRESENTED TO THE
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
HUMAN RESOURCES COMMITTEE
U.S. SENATE
BY
JOYCE BLACK
PRESIDENT
DAY CARE COUNCIL OF NEW YORK, INC.
ON BEHALF OF
THE CHILD WELFARE LEAGUE OF AMERICA, INC.

February 6, 1979

My name is Joyce Black, and I am a board member of the Child Welfare League of America, Inc., a member of its executive committee, and chair its public policy committee. In addition to my other activities, including service on the boards of voluntary organizations, I am the President of the Day Care Council of New York, Inc. I am accompanied by Bill Pierce.

On behalf of the Child Welfare League, I want to thank you for inviting us to testify today. The Child Welfare League of America, established in 1920, is the national voluntary organization for child welfare agencies in North America. It is a privately supported organization devoting its efforts completely to the improvement of care and services for children. There are nearly 400 child welfare agencies directly affiliated with the League, including representatives from all religious groups as well as non-sectarian public and private non-profit agencies. Nearly 100 of these agencies provide group and family day care services.

The League's activities are diverse. They include the activities of the North American Center on Adoption; a specialized foster care training program; research; the Office of Regional, Provincial, and State Child Care Associations which represents more than 1,000 additional child and family serving agencies in this nation; and the Hecht Institute for State Child Welfare Planning which provides information, analysis, and technical assistance to child welfare agencies on Title XX and other Federal funding sources for children's services.

Third, I want to comment for the record on the historical--almost bibliographic--accumulation of Child Welfare League testimony in favor of good child day care legislation. Part 2 of the Hearings on the Child and Family Services Act of 1975 included a massive collection of material on the subject of today's hearings (pp 187-389). On February 8 of last year we appeared before this Subcommittee with documentation of the need for more and better day care (pp. 690-740, 755-758, Hearings on Child Care and Child Development Programs 1977-78). And on April 11, 1978, we testified on the need for high quality in day care services receiving food benefits from the U.S. Department of Agriculture (Attachment 1).

For your foresight and leadership in keeping up the good fight, Senator Cranston, we thank you. We are pleased that you have introduced the Child Care Act of 1979, S. 4, because we believe it is critical to keep this issue before the American people and the Congress.

We are also pleased to see that a number of our recommendations from last year are included in S. 4.

Let us first recount some of the features of the bill we wholeheartedly endorse.

Title. We like the fact that you have recognized in the title the plain English words to describe what families and children by the millions need--child care. You've dropped the global descriptive phrases, which often led to misunderstandings in the past about the intentions of the legislation.

Findings. We support your pragmatic approach, such as listing the fact that more parents are working and that there are increasing numbers of single parents, as the first item in your "findings."

Purpose. In similar fashion, we applaud your focusing on the three major issues as the first item in your purpose section: improving quality; achieving better coordination between programs; providing additional resources for child-care services.

Parents' Rights. We are pleased that you recognize--and moved to dispel with a separate section--the legitimate fears of parents regarding unwarranted interference with their parental responsibility in respect to child-rearing. Child care is a support to parents and children-not an intrusion. It is a critically needed service, which is why so many millions of parents voluntarily pay the full cost of child care and other preschool services. The extent of such services is described in an article which is about to be presented. We will provide the article to the committee staff within a few days.

Priorities. We think it is significant, and we endorse, your move to give a priority to children on the basis of "family need" broadly defined. Gone are the days of the blindfolds screening out any basis for service other than economic need.

Licensing. Our enthusiasm for parts (a) and (b) of section seven of your bill is predictable. The Child Welfare League has championed licensing for and recommended this kind of approach in our testimony last year.

Allotments. Your funding formula in Sec. 9 (b) (1), which is based on factors relating to employment of parents and employed single parents as the first priority, is consistent with your findings. Such consistency is an increasingly rare feature in legislation.

We are enthusiastic about many of the provisions of the proposal; however, we do have a number of suggestions for making the bill stronger.

Maintaining Current Services. We are concerned, given the experience in several states in respect to Title XX and other day care funding sources, that without a stronger provision at Sec. 4 (a) (11), any new funds provided under this legislation would simply be replacement funds. We believe working with HEW, the agency which must enforce this legislation, workable and effective language to assure maintenance-of-effort could be devised.

State Advisory Panels. Our need is for more and permanent funding for child-care programs, not more "process," with all the costs and time delays associated with such creations.

National Advisory Panel. As an organization which worked on a panel formed, after far too much delay, to consider the Federal Interagency Day Care Requirements of 1968, we can assume that the new panel would have no more influence than the last one: plenty of energy was expended in the selection process but once the panel was selected, HEW didn't utilize its experts. We suggest that state or national panels are too frequently an alternative to action and an exceedingly wasteful use of tax dollars which could be better spent on direct services for children and their families.

Federal Requirements. We are extremely disappointed that this legislation is the first in 11 years to be silent on the 1968 Federal Requirements. Are we to interpret the absence of any reference to the Requirements in the legislation as a signal that the sponsors have thrown in the towel on protections for young, vulnerable children?

Less than two weeks ago at a hearing on child abuse in institutions, this Subcommittee heard ample evidence of the need for high standards for services, for real specificity in those standards, and for vigilant enforcement to protect the rights of children and their parents.

That is why we assume the chairman of the Subcommittee, in his crusade on behalf of protections for all our children, will not back off from the fight for decent child care standards. Indeed, Senator Cranston alluded to his support for quality standards last year and again this year when he introduced S. 4.

We suggest that a simple addition to the bill, as a new Sec. 5 (c) (4), will meet the joint need for quality we all recognize:

> "(4) until such final standards, as provided above, are in effect all services receiving funding in whole or in part through this legislation shall meet the 1968 Federal Interagency Day Care Requirements."

Supportive Services. In the bill language referring to the development of new standards, the need for "necessary support services" is recognized. However, given past practices of cutting the truly necessary support services--such as social services, health services, psychological services, and transportation--we recommend that the phrase "support services" be replaced with this language:

> "(E) all necessary support services, including but not limited to health, nutritional, social, psychological and other services necessary to ensure the effectiveness of the child care service."

Deregulation. We are aware of the trend toward deregulation and the problem with regulations and guidelines that are poorly crafted. In many instances, we are at the head of the line calling for changes, deletions, or suspension of unworkable provisions. Despite the problems, there are many advantages to Federal regulation, as witness this list from the New York Times (January 31, 1979):

1) in the four years since safety packaging requirements were implemented, there has been a 40 percent drop in ingestions of poisons by children;

2) since the safety standards for cribs were implemented in 1974, crib deaths by strangulation have fallen by half and injuries by 45 percent;

3) the Shriners Burn Institute in Boston reported that in 1971--prior to the children's sleepwear standards--34 percent of its flame-burn injuries involved sleepwear. In 1977, the figure was 0.

We have no such dramatic statistics about the beneficial results of decent day care--day care which meets the 1968 Federal Interagency Day Care Requirements or something very similar. We do know that to the extent that day care is of high quality, we prevent physical and mental damage to millions of children - damage which can never be truly "repaired" but which costs untold billions to treat.

Profit-making. We believe there are sufficient precedents to exclude private, for-profit enterprises from Sec. 6 and Sec. 8 of the bill. Windows on Day Care, published by the National Council of Jewish Women in 1971, as well as our own studies, point out the problems with for-profit services. HEW-sponsored studies provide similar data.

Thus, we suggest this be clarified by deleting the word "private" and substituting the word "voluntary" for it.

Authorization. While we understand the need for caution in setting an authorization for the program, we fear that silence will be interpreted as a lack of commitment to funding substantial enough to reach a significant percentage of parents who need child care. Since licensing funds are limited to 5 percent of the total, we believe that at least $60 million in licensing funds is needed ($10 for each of the 6 million preschoolers as a start), 1.2 billion is needed. Allowing for the usual shrinkage between authorizations and appropriations, it would appear that an initial authorization of $2.5 billion is called for. We need $36.4 million now for waiting children.

Head Start. Although we strongly support the idea of Head Start, and want the programs appropriately shielded regardless of what kind of new early childhood legislation is enacted, we believe the outright tie of continued funding of Head Start as part of the Economic Opportunity Act is unnecessary. Any number of productive and innovative reorganization moves could be made to improve, expand, and strengthen Head Start in the years ahead. Let's not turn it into an inflexible legislative monument.

Finally, we are concerned about the phrase "alternative payment arrangements" in Sec. 4 (a) (3) (B) of the bill. According to the statement accompanying the bill's introduction, this would allow for "vouchers" to be used--a move we opposed in our testimony last year. We believe, following the Head Start example, that there is no need to allow any for-profit participants in this program, just as there are none in Head Start. As for "vouchers"--the very term is sure to provoke a storm of opposition to an otherwise worthy piece of legislation. It brings to mind "vouchers" for public education, and ultimately the spectre of reprivatization of all human services. We believe it would be better to have S. 4 follow the Head Start model-- limit participation to public and private non-profit providers. Use contract and grant procedures similar to those in Head Start to fund or purchase these new services.

With the recommended changes, we would be pleased to lend our support to S. 4.

In respect to strategy, we admit to being optimists.

> "Sometimes you have to gamble. Do you accept a token bill that can be passed or do you keep the issue alive for another Congress?
>
> The Medicare bill is a good case in point. We could have had a very modified Medicare bill in 1964 as a rider to a social security bill. But we took a tremendous chance and scuttled the entire bill on the theory that the 1964 election would turn people around on the issue. And it did. Wilbur Mills (then Chairman of the House Ways & Means Committee) had been fighting us, but he suddenly became the great advocate of Medicare in 1965."

Together, we can keep the issue alive for as long as may be necessary. It took decades to pass Medicare and Medicaid, and child care may require as sustained an effort. But, in our view, the right legislation is worth it.

child welfare league of america, inc.

TESTIMONY
OF
CHILD WELFARE LEAGUE OF AMERICA
BEFORE THE SENATE COMMITTEE ON
AGRICULTURE, NUTRITION AND FORESTRY, SUBCOMMITTEE ON NUTRITION

APRIL 11, 1978

PRESENTED BY:

HELEN K. BLANK, DIRECTOR
THE AMERICAN PARENTS COMMITTEE,
A DIVISION OF CHILD WELFARE LEAGUE

ACCOMPANIED BY:

WILLIAM L. PIERCE,
ASSISTANT EXECUTIVE DIRECTOR
CHILD WELFARE LEAGUE

The Child Welfare League of America, established in 1920, is the national voluntary accrediting organization for child welfare agencies in North America. It is a privately supported organization devoting its efforts completely to the improvement of care and services for children. There are nearly 400 child welfare agencies directly affiliated with the League, including representatives from all religious groups as well as non-sectarian public and private non-profit agencies.

The League's activities are diverse. They include the activities of the North American Center on Adoption, a specialized foster care training program, research, a new focus on Children and Families which will be launched in two months in New York City, the Hecht Institute which focuses on Title XX and related services, the American Parents Committee, which lobbies for children's interests, and the Office of Regional, Provincial and State Child Care Associations - which represents a potential of more than 1,000 additional child and family serving agencies in this Nation.

We have, in our many appearances at the invitation of Congress, repeatedly stated our concern for the needs of children who require day care services.

We come today as children's advocates to discuss with you the responsibility of the Federal Government toward promoting adequate care for our children. The League has worked for years to convince the Congress to establish a comprehensive child care policy for this country. We are concerned that the proposed legislative changes involving the standards that day care centers and family day care homes must meet in order to participate in the Child Care Food Program would be a step backward in our struggle to establish such a policy. The issue at stake is not whether children in adequate day care settings ought to have the opportunity to have the higher quality meals available under the Child Care Feeding Program. We are eager to see this program used by as many children as possible. The League has long been an advocate of expanded federal feeding programs. The issue that we have come to address is whether the Federal Government has a role in coordinating a uniform day care policy.

We believe that quality child care consists of the care provided by agencies, family day care providers, or others which is reasonably in compliance with the Federal Interagency Day Care Requirements or at a minimum state licensing requirements. In the long run, the only way to guarantee quality in child care programs is for the public bodies which pay for the care to any extent whether directly or indirectly is to require compliance with a minimum quality standard as a condition of receiving public funds. This holds true for the funds from the Child Care Feeding Program.

More and more of our young children are now participating in some type of day care arrangement. Labor force participation of mothers with children under age 6 has increased from 25 percent in 1964 to 40 percent in 1976. In 1977, 5.5 million working mothers had children under six. Many experts agree that the most critical learning in an individual's life takes place in the first five years. Quality day care is a cost effective investment which must be assessed over the full lifetime of these children. Inexpensive custodial care today may seem to be a bargain. However, society eventually pays for such care by being forced to support those of its citizens whose early childhood experiences were insufficient to allow them to become productive, contributing adults.

If Congress retains the current requirements for state licensing, it will be retaining one more building block for a Federal policy towards children which encourages the supports necessary for them to become well rounded adults.

We are amazed that policy makers have failed to see the wisdom of spending for licensing child care providers - yet, they license others who provide services of a less important and intrusive nature like eating places and haircutting establishments. Your recent summer food program law requires food service companies to register in each State in which they wish to operate. Can we ask less for day care operators? We wonder if the English care more for their children than we do. They go as far as to insist that all babysitters must have a license.

We understand that one reason for a relaxation of standards is to encourage the participation of family day care providers. Yet in many communities, these providers are successfully participating in the program. Montana has a large number of its providers enrolled in child care feeding. Michigan has 1,200 homes serving 3,500 children participating and 1,600 homes are approved for participation. The Director of the program believes that the bookwork involved with 3 different rates of reimbursement is the biggest roadblock. State licensing has presented no problem: "If anything the child care food program has helped with upgrading the standard of care." An Alabama Director of a Federation of day care centers is convinced that licensing is necessary and that "state requirements are pretty minimum." In Seattle, nearly 200 family day care homes participate in the program under the sponsorship of the Department of Human Resources. Their licensing operation works effectively and promptly, and actually serves as a referral agency for the Child Care Feeding Program. The Child Care Feeding Director, as many others, feels that the licensing requirement is not a roadblock to participation. If anything, it is the cumbersome administrative procedure.

Children and family day care providers, themselves, are given the best support when the provider is under an umbrella which offers substitute care when a family day care mother is sick, training and materials to providers, and other health and social services.

S. 2809 would allow a center or home to participate if:

1. It is complying with renewal procedures for its license. This could mean, in some States, that licensing officials and day care providers could "agree to wait" or "agree to negotiate" on renewal as a means of stalling actual renewal. Some States

would like this option as a means of reducing licensing expenditures by lengthening the time between licensing renewals. Some providers would like this option because they could safely over-enroll or otherwise fail to observe licensing requirements if they knew that a built-in, lengthy "renewal procedure" (including prolonged administrative and court procedures) was available.

The suggested language of the bill, providing for the introduction of "local" or "Federal" licensing or approval poses several problems.

For instance, county or municipal governments concerned about the cost of decent day care could promulgate their own ordinances governing the licensing of day care services as a means of lowering their costs.

At the Federal level, approval of this language would mean that agencies whose primary expertise is the food aspects of the day care program--in this instance, the Department of Agriculture--could take upon themselves the promulgation of their own, watered-down day care standards. Experience with duplicative, overlapping, and cheaper sets of standards has often meant that bad care will drive out good care.

2. If its sponsor receives referrals for placement from Federal, State or local agencies. This does not provide any protections for children. Many Welfare Departments refer children whose mothers are participating in the WIN program to family day care providers. More often than not, they are eager to have a mother begin her training and simply use a list of providers that has been put together without any knowledge of the quality of care offered. Welfare Departments are not in the business of monitoring day care. They have neither the staff nor the funds for this function.

3. A sponsor would be allowed to receive child care funds if it receives Federal, State or local government funds for program activities.

   This could mean, in the current welter of uncoordinated programs, nearly all of which have no quality guidelines for content, that Federal food benefits are going to help support poor or damaging services to children. As recently as March 30, 1978, the Chairman of the Subcommittee participated in hearings on incarcerated children where one of the key issues was the continued Federal funding of harmful programs for children. Senator McGovern, along with many of those who attended those hearings, noted that it is poor public policy to provide any Federal benefits to programs serving children unless they meet decent quality guidelines.

We add as an appendix to our testimony, a letter from one of the outstanding experts in the world on children, Maria Piers. She points out the need for quality assurances before one provides Federal support. She does not say so, but she could have added that she and her colleagues at the Erikson Institute have for years been active in helping expand, in creative ways, the pool of licensed, quality day care options for children.

4. Where State or local licensing or approval is unavailable a sponsor could participate if it can satisfy the Secretary that it has approved sites in accordance with the standards of its State.

   Because there are some instances where licensing backlogs do exist, or rarer instances where licensing will not be made available to programs for a variety of reasons--sometimes ideological or geographical in nature, there needs to be a fail-safe option to allow programs with good intentions to demonstrate that they are offering good quality day care and that they therefore ought to be recipients of Federal food benefits. The Federal Interagency Day Care Requirements are just this option, a well-tested and flexible set of requirements that are based on ten years' implementation, plus earlier years of Head Start experience and the decades of practice of Child Welfare League agencies.

   We recognize that many States must improve and expand their licensing operations. Childrens advocates and food advocates should work together to encourage improvements in State licensing rather than discourage quality day care. Another tool that legislation might use to help States with monitoring is included in the Summer Food Program. An additional one percent of total State funds is available for State and local health departments for vendor facility inspections and nutritional quality monitoring. Why not reserve a percentage of administrative funds for Child Care Feeding for State Licensing Departments rather than one half of one percent of project funds to study the need for additional funds for State licensing purposes?

We understand from many centers and providers that there are many compelling reasons that presently discourage providers from participating, such as: excessive paperwork, inadequate administrative funds, and delays in reimbursements, etc. We support measures in S. 2809 which address these problems and ask that present standards for eligibility be kept in place, while more constructive approaches to increasing participation in the Child Care Feeding Program are implemented.

We urge you to encourage rather than discourage quality child care. Diluting standards for participation in the Child Care Feeding Program, may bring higher quality meals to some children today. However, it will also allow opponents of a comprehensive day care policy to point to the fact that Congress was willing in the Child Nutrition Act of 1979 to provide resources in the absence of adequate standards. Our childrens "total" future is at stake. We hope that we can work together for them.

APPENDIX A - CHILD WELFARE TESTIMONY ON CHILD CARE FOOD PROGRAM

ERIKSON INSTITUTE
FOR EARLY EDUCATION

1525 East Fifty-third Street
Chicago, Illinois 60615
(312) 493-0200

March 23, 1978

Senator George McGovern
Chairman, Subcommittee on Nutrition
362 Old Senate Building
Washington, D.C. 20510

Dear Senator McGovern:

This letter concerns the complex of licensing family day care and the distribution of food resources through federal channels. I realize that you in your capacity as Chairman of the Subcommittee on Nutrition will soon have to face the question of whether food should be made available to all families that offer day care, or only to those who are licensed and whose standards have been ascertained. I want to express my distinct preference for the latter policy, and would like to associate myself in this matter with the position of the Child Welfare League. I realize of course that the whole issue is controversial.

If we deny food to the non-licensed day care families, aren't we depriving the very neediest kids? On the other hand how do we know that families with questionable standards would really feed their family day care children instead of using federal vitals for other purposes? The fact is that I am altogether in favor of licensing. I know full well that it doesn't solve all the problems but it does solve some. It could insure absence of child abuse, sexual abuse, and yes, infanticide (not frequently, but it happens), and the proper health care and nutrition.

Very sincerely,

Maria W. Piers

Maria W. Piers, Ph.D.

P.S. When we at Erikson Institute say Standards, we do not mean a color T.V. in every house. We merely mean the care that enables children to become competent, self-respecting, and eventually employable.

MWP/jcm

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ORGANIZATIONS IN SUPPORT OF CWLA TESTIMONY

American Federation of State, County and Municipal Employees

American Home Economics Association

American School Food Service Association

National Association of Retarded Citizens

National Conference of Catholic Charities

National Council of Jewish Women

Who's Watching the Children?

By WILLIAM L. PIERCE

The last time a national "day care" bill was introduced, an avalanche of angry mail landed in the offices of the chief spons[illegible]en-Senator Walter Mondale and Representative John Brademas (D-Ind.), and the legislation failed to move through the Congress. Happily for the parents and children who desperately need child care, the right-wing outburst (largely stimulated by an inaccurate, anonymous flyer circulated in churches) did not halt the expansion of programs. Instead, services for preschoolers have expanded nearly as rapidly as the rate of mothers entering the labor force. However that expansion has been somewhat haphazard and in some cases, without benefit of quality control.

After a two-year breathing spell in the day care fight—no attempt was made to pass child care legislation during the 95th Congress—a key senator, majority whip Alan Cranston (D-Calif.) has introduced the Child Care Act of 1979. Cranston's bill, in draft form as the *American Educator* went to press, moves back to the best rationale for a new bill: more and more parents are working, and they need and want more services for their children. Cranston's bill is carefully crafted to avoid conservative attacks; "family," for example, is wisely dropped from the title and appears infrequently in the text except to reassure families that their rights and concerns will be uppermost.

Cranston's bill responds to the growing national understanding that universal preschool and day care programs have arrived simultaneously with the nearly universal employment of most parents. The senator's hearings held early in 1978 found, among other things, that an overwhelming percentage of America's three-, four-, and five-year-olds already are in some form of day care, and that more and more children of school age are being cared for in settings that frequently are not traditional day care centers.

The only mystery about the preschool picture in America as we enter 1979 and prepare to mark the International Year of the Child is why Americans are so hesitant to recognize that their children, like those in similar industrial democracies, are part of the world-wide movement to universal preschool services.

In 1978, according to the United States Department of Labor, mothers in the work force with children under eighteen were in the majority for the first time. Even more telling is the fact that almost 40 percent of married women with children under three are now working—representing the largest proportional increase in labor force participation by mothers since 1970. If the pattern of the last eight

PHOTO BY JOE COVELLO/BLACK STAR

William L. Pierce is the assistant executive director of the Child Welfare League of America, Inc. His comments do not necessarily reflect the official position of the organization.

years is repeated, the majority of mothers of children under three will be in the labor force by 1986.

As of October 1977, there were just over 9.2 million children in the United States between the ages of three and five; of these, 8.2 million, or over 88 percent, were in some kind of day care program outside their own homes, whether it was by formal arrangement (kindergarten, preschool, licensed day care center, or group and family day care homes), or by informal arrangement (mainly unlicensed family day care). What has been happening is that the United States has been moving toward universal day care out of necessity.

Women are increasingly working outside the home, despite the presence of young and preschool children. More importantly, Americans clearly value preschool experiences for their children so much so that they voluntarily choose them even if the family is neither economically disadvantaged nor a member of a minority group, has a single child or a child with a handicap or developmental disability, or is a two-parent family with one parent functioning as a full-time homemaker. American parents—working or not—want and are getting preschool services.

Although statistics point to an increasing use of preschool services, there is little obvious public recognition of the fact that we are a society with the major portion of its preschoolers being cared for outside the home. Some Americans are objecting to the imposition of a universal preschool program that most Americans have already built into our society. The fact that few recognize this reality—particularly

at the national level—means that any national system is years away.

American parents—working or not—want and are getting preschool services.

There also has been an assumption that at the federal level, very little has taken place. Child care advocates have repeatedly scolded the administration and the Congress for inaction, even though at least two major programs have continued to grow: title XX, the social services title of the Social Security Act, and aid to families with dependent children, the program that provides cash and other benefits to welfare recipients. In addition, benefits under the federal income tax credit for child care services have continued to be expanded to greater numbers of persons over the last several years.

Part of what has confused an accurate appraisal of the federal role in providing day care services has been the decrease in the number of children served on a full-year, full-day basis by the most famous and publicized preschool program, Head Start. In fiscal year 1970, nearly one hundred twenty thousand were served, but only sixty-one thousand were served in fiscal year 1976, the last year for which statistics are available. There are several reasons for the misconceptions about American preschool and day care. Some of the misconceptions stem from a lack of information and others from various forms of political bickering.

Scarcity of data. Information, especially about human services programs, has been difficult to obtain for several years. Starting with the advent of the Nixon Administration, data-gathering by federal agencies deteriorated. The only comprehensive data about child care published at the federal level, starting in 1971, has been a publication of the Senate finance committee. A close reading of the narrative portions of the 1971, 1974, and 1977 documents shows that the editorial judgments made were on the side of "restrictiveness"—less spending and a smaller federal role.

Professional squabbling. Each group—educators, phychologists, social workers, pediatricians, home economists—has its own insights into the way preschool programs should be structured. Rather than seeing themselves as a partnership, the professions have grown increasingly contentious. Part of the problem lies with the higher levels of the professions, who see their role as defending and expanding professional "territory" to publicize the "unique views" of each profession. At the level of individual members of the five professions, it's a different battle—between those who want to hire well-trained, expensive staff from the various professions and those who believe that any inexpensive but well-meaning person can do the job adequately.

Strident extremists. Both the left and the right pose problems to the expansion of universal preschool programs. The left sees the programs as fertile ground for indoctrinating children in whatever doctrine parents espouse—so long as the doctrine is not "facist" or "racist." The right in some respects has a common agenda with the left. Those who want a white power school funded with parents' vouchers are willing to see black power schools funded the same way. "Separate but equal" never bothered them. Private, for-profit operators recognize that any move to universal public programs is a threat to their programs, so they join both the left and right in pushing for vouchers. They recognize that after the left and right have taken their piece of the day care business, the suburban, middle-class customers will turn to their services.

Fiscal cuts. For the last few years, inflation has outstripped funding increases won by those providing government funded child care services. As a result, the discontent over low wages and resulting turnover, and the pressures to keep some service alive, has taken all the energies of the advocates. Even if there had been agreement about the direction in which preschool programs should go, the lack of funds to maintain the existing system has meant that analysis and planning were set aside.

Uncontrollable costs. Increases in the minimum wage and increasing unionization of day care staff, while laudable in themselves, have added to the problems facing preschool programs. While operators of programs generally supported these moves—better morale and working conditions pay off in obviously happier adult staff—the impact of these uncontrollable payroll costs have put many programs in a bind. With decent wage levels, programs were priced at a level that made them targets for short-sighted budget cutters. For example, an accredited day care program on the west coast, with staff organized by the American Federation of Teachers, finds that the state's base rate (ninety-eight cents per attendance hour) will not even allow the center to comply with the wage and hour laws. Fortunately, the program's earnings from its endowment, United Way contributions, and fund raising produce the other one-third of the budget that enables it to stay alive. Many competing centers don't even pay the minimum wage, and insist that staff meetings and training take place on "outside," non-reimbursed time. For-profit centers usually refuse to pay staff for sick leave or vacation.

Unsettled policy issues. Several major policy issues have been barely addressed; yet, the implications for preschool expansion is critical. First, in terms of workforce supply and demand, the wisdom of congressional welfare policy based on forcing low-skill single parents into an employment market with few jobs at inadequate wages has not been questioned. Like other nations, once we dismiss the myth that the cheap wage and cheap day care formula will work, the alternatives of acceptable subsidies for those who prefer to care for their children, and acceptable day care and jobs for the remainder, can be addressed.

Also, other societies are beginning to recognize that women must have both the right to work and the right to be parents, and are arranging work and human services (especially adequate child care) to make those rights attainable. In the United States, there is still a stigma attached to the mother who chooses to work, even if she does have good arrangements for her child.

. . . other societies are beginning to recognize that women must have both the right to work and the right to be parents. . . .

Finally, the most difficult policy issues have to do with resource allocation—which group or which members of which group are to be given the funds or services to meet their needs? In our current economic situation, the tensions and competition between worthy recipients—the needy aged, the needy handicapped, the needy families with children—has been muffled and could explode.

In the face of these problems, a new strategy is needed to deal with the reality of preschool and day care education. Those who care about children and their parents, need to stress the positive side of the day care picture nationally. Without much encouragement or much systematic planning, the United States is moving toward universal preschool education and few experts have noted the fact or attempted to deal rationally with it.

In addition to the problems in serving preschool children, the needs of school age children are also being ignored. The majority of Americans seem to believe that children can take care of themselves once they reach school age. Some experts think that by age ten, children need little or no supervision. The rising incidence of delinquency, pregnancy, and other problems among our youth belies the easy assumption that children are self-sufficient and need little formal supervision.

Further, a decision about infant day care should be made. Publications of professional organizations increasingly recognize the substantial difference in caring for children too young to walk and those able to "toddle." Public policy has not recognized this developmental difference by setting and enforcing *ANY* standards for the very young, extremely vulnerable children, in care outside their own homes. Although the staffing requirement for older, more independent children has been well-established (particularly in Head Start programs, but also in many programs accepting federal funds), an agreed-upon staffing ratio is needed for the younger children.

The gathering and dissemination of facts about child care needs to take place under auspices that encourage all groups to rely on the accuracy of the data. This could help to avoid professional in-fighting by fostering a factual approach. Studying how universal programs are operated in other countries, for example, can be helpful in convincing policymakers to take one or another "professional" approach. Educators need to continue the hard work of creating more preschool programs and making those programs fit parents' needs, while they meet the needs of school-age children and their parents during before- and after-school hours and on days when school is not open. Performance, not posturing, is the way to make the professional squabbles moot.

Policymakers also have options to look at in paving the way for a universal preschool education. Changes in population, family size, and in a variety of other factors need to be planned for.

The shrinking public school population and the difficulty in paying for new schools and transportation costs make the broader use of existing public school buildings the most rational approach to providing facilities. Rather than re-creating another system of broad human services delivered at the neighborhood level, the nation could insist on using the system that is already in place—public schools.

Further, current innovations could be put into law. All over the United States, programs that meet the needs of preschoolers are working. Those that have proven themselves should be duplicated in other cities and counties, preferably with the assistance of the federal government through matching funds and other incentives. In Philadelphia, for example, the Get Set program in the public schools has demonstrated that poor, black children can get good preschool services that their parents and the community support. This model, which proves that Head Start and other preschool programs work under public school prime sponsorship, should be duplicated in other cities.

Finally, there is the legislation for women and parents' needs. This is a difficult task, but the myths surrounding working parents need to be dispelled—especially those surrounding the single, female head of household—before progress can be made.

Conservatively speaking, it will be more than a decade before we are able to face, as a nation, the need of parents and the resulting legislative and fiscal changes necessary to address those needs.

The day care situation in this country is far from hopeless, although the prospects for enacting new legislation at the federal level may be dim for 1979. Nevertheless, choice and necessity have already started us toward a goal of national commitment to the improvement and expansion of preschool programs.

With a commitment to continue moving ahead, parents and professionals concerned about child care can work with the segments of the preschool system that are in place and can continue to create this essential service to children.

Inexorably and unnoticed, America turned from a rural society into an urban society and is evolving into a mix of the two. Similarly, America's parents moved from home care to schooling to the beginnings of a broader, more universal system that could meet the needs of children af all ages. Parents and professionals together need to keep alive the movement toward that more comprehensive approach to meeting children's needs, and ultimately, the needs of parents and society. □

Senator **Cranston**. Thank you very, very much.

Ms. **Yocum**. Mr. Chairman, thank you for the opportunity to testify today. I am Jan Calderon Yocum, executive director of the Day Care and Child Development Council of America. The council is a national nonprofit, tax-exempt, membership organization committed to the improvement and expansion of developmental child-care services. Our goal is to see quality child-care within the reach of all who need it.

Child care has a unique relationship to the issues of national economic stability and employment. It is not only a desirable service from a humanitarian and educational point of view, but it is absolutely essential for the economic stability of over 7 million American families. Indeed, it is clear that the national economy is tied to the phenomenon of the working mother.

The need for improved and increased coordinated services is clear. The experts may disagree on the exact formula of both, but the basic fact of need is undisputed. The Day Care and Child Development Council of America, through its social policy committee, urges this committee to give special consideration to the following concerns, issues, and recommendations regarding Senate bill 4, known as the Child Care Act of 1979.

First, children's needs are not being met in working families. As a nation, we have not targeted our day-care policy to this population with the most obvious need for day-care and, in particular, during the important early years of development.

Quality day care strengthens the family. Families in our society are not receiving the support they need for their child-rearing.

A diversity of types of quality child care need to exist, and parents are the appropriate decisionmakers to match the child care to their children's needs.

There is a need for coordination and planning in a diverse system, to produce information on needs and resources, and to create linkages between different federally funded child-care programs and between child care and needed federally funded support systems.

The final section of section 2 contains the excellent wording, "to strengthen the functioning of families by seeking to assure that parents are not forced by lack of available programs or financial resources to place a child in an undesirable child-care facility or arrangement."

The bill is written in such a way that the size of the program is under the control of policymakers who set the size of the appropriation. This is done through two means: the establishment of a sliding fee scale, and the establishment of priorities, should there be a scarcity of day-care spaces.

The State is chosen to administer the funds. Each State is to specify the State agency selected to administer the funds. This permits, for example, a department of social services to administer the actual service provision, while another agency might be the licensing agency or do the needs assessment. It would permit block grants to cities or counties.

Each of these options has its advocates and its critics. The choice of the State made in this bill has a number of advantages, above the fact that, politically, the States will support the delivery system. But for the larger cities in the country, such as New York or Atlanta, there are major disadvantages. Here, the mayors, faced with enormous human problems in their urban setting, are trying to make maximum use of all the resources available through coordinating human activities, such as employment services, with day care.

As long as the State can deal directly with providers in the city, disregarding human services planning in the city, the city is frustrated in its efforts to mandate program linkages. Furthermore, in our larger cities, there is often major conflict between city and State, and often a low priority at the State level for urban issues.

For this reason, it is worth consideration that wording be added, mandating the States to make block grants to cities above a certain size—the very large cities in the country. The cities would have to meet the requirements of a plan and an advisory panel which the bill creates for States. This suggestion is made only in the case of the Nation's largest cities, since the type of compromise system currently represented by CETA would not result in this kind of tight administration and planning which State administrations afford.

The State must submit a plan not less often than biennially. It would also be feasible that cities would submit a plan not less than biennially. Coordination is mandated. We feel that coordination not only within those programs that currently speak to child care, such as Head Start and title XX, but other programs that impact upon the family, such as housing, employment and welfare legislation—it is our feeling that need for child-care services should be listed as priority instead of income.

We would suggest the following priorities: One, top priority would be for continuity of the child. Any child already accepted into a child-care program should be permitted to continue the service as long as needed. We need to stop the present practice of bouncing children out of the day-care programs, where they have formed bonds of trust and love, for reasons of eligibility. We should not continue to accept the unacceptable.

Family crisis: every day-care program is familiar with these situations where there is an overwhelming instant need for child care. If there is room in the day-care program, such crises should take precedence over other cases. This type of situation should be defined or listed out in guidelines.

Need for employment: here, all single-parent families without outside income are eligible regardless of income. Fees, of course, would be set up based on income. In order not to set up policy incentives for family breakdowns, two-parent families should be given the same priority level as single parents, but can be prioritized in terms of need to work based on the income of the primary wage earner, plus financial assets. This would define the need for the second wage earner to work. Training for needed employment should be included with equal priority.

Two-parent families without a need to work: these families should be the lowest priority for eligibility if spaces are scarce. When two equally eligible applicants are seeking day care, the day-care program, not the State, should accept them in the order of the date of application. Waiting list procedures should be required by the State which assure that applicants are accepted from waiting lists that correspond with priorities.

Senator CRANSTON. Thank you very, very much. I want to thank you both for the very excellent, detailed testimony which you have presented, beyond your excellent summaries this morning. You have many very good suggestions for revising and strengthening S. 4, and we will take those into account and I am sure we will incorporate many in the revised version that we eventually produce.

Let me ask you just one question; there are others that we will ask in writing, but because of our time problems this morning, I am going to limit myself to one question to you. How long do you think it will take us to actually start implementation and distribution of funds under this bill, presuming that we can get it enacted this year and get appropriations? In view of the obvious time it will take to get a program moving, what do you think would be a reasonable first-year appropriation?

Ms. BLACK. A reasonable appropriation for the first year?

Senator CRANSTON. For the first year. How long will it take us to get moving and what would be a reasonable first-year appropriation?

Ms. BLACK. Well, as I stated, we figured on the $500 million, which probably is not reasonable, as far as the——

Senator CRANSTON. Could that much be used effectively in the first year?

Ms. BLACK. I would expect that it could only in some States, so that I would think if you cut that back to, say, two-thirds of that, it would be reasonable to expect that it could be well used. The plans are there in the States that have title XX planning.

Senator CRANSTON. Do you have any other comment to make on that point?

Ms. YOCUM. I would agree that it would depend upon the States, but I think that money that was appropriated, if it would tie in with the currently existing State plans for title XX, could be reasonably implemented within a 12-month period in most States.

Senator CRANSTON. Thank you. Senator Humphrey, do you have any questions?

Senator HUMPHREY No.

Senator CRANSTON. I thank each of you very much. We appreciate very much your helpfulness.

[The prepared statement of Ms. Yocum follows:]

TESTIMONY ON
SENATE BILL 4
THE CHILD CARE ACT OF 1979
BEFORE
THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE
COMMITTEE ON HUMAN RESOURCES
OF THE
UNITED STATES SENATE

Submitted by:

Jan Caldéron Yocum
Executive Director
Day Care & Child Development
Council of America, Inc.

February 6, 1979

Mr. Chairman:

Thank you for the opportunity to testify today.

I am Jan Calderon Yocum, Executive Director of the Day Care and Child Development Council of America, Inc. (DCCDCA, i.e,; "Council"). The Council is a national, non-profit, tax exempt, membership organization committed to the improvement and expansion of developmental child care services. Our goal is to see quality child care within the reach of all who need it.

As an organization we are a collective voice for children representing all people involved in child care...parents, center directors and staff, family day care providers, students of child development, child psychologists, family doctors, nurses, local government officials, business and industry leaders, public school and college educators, recreation specialists, concerned citizens.

As advocates for children and their families, we are continually concerned and occasionally outraged that this prosperous nation with ideology and resources par excellence does not have a clear, concise policy and program in support of children and their families.

The Council carries forward a program broadly addressing child development issues and we cooperate and collaborate with a number of other child advocacy and child welfare groups. However, we give special attention to the area of child care. This particular need springs primarily from the reality of mothers in the work force. Child care has a unique relationship to issues of national economic stability and employment. It is not only a desirable service from a humanitarian and educational point of view; but it is absolutely essential for the economic stability of over 7 million American families. Indeed it is clear that the national economy is tied to the phenomena of the working mother.

She may be one of over 7.7 million female heads of household or she may, as a member of an intact family, still find it necessary in this time of rising costs to supplement an inadequate family income. In either event her income is critical to her family's buying power and is a major factor in the economic stability of the nation. The sharp rise of women in the work force, their need for child care, and the availability (or often lack of availability) has been well documented. The figures boggle the mind.

But it is not the numbers on computer cards and in neat columns in reports that really describe the dilemma. It is the voice of the mother frantically searching for adequate arrangements, and the vacant look in the eyes of the child who suffers from the lack of developmental care, that give definition to the problem.

It is tragic but not unusual that a ten year old is kept home from school to stay with the baby; that a first grader with a key around his neck returns home from school to an empty house; that a well meaning but untrained neighbor crowds a group of infants and preschoolers into her house for an uneventful and fretful day. Whereas conditions in some day care centers and family day care homes have been improved with the availability of funds from Title XX of the Social Security Act, the waiting lists are long and the improvements have not always extended into the majority of centers and family day care homes relying totally on parent fees and acutely affected by inflation.

The need for improved and increased coordinated services is clear. The experts may disagree on the exact formulas of both but the basic fact of need is undisputed.

The Day Care and Child Development Council of America through its Social Policy Committee, urges this Committee to give special consideration to the following concerns, issues and recommendations regarding S. Bill 4 known as: "The Child Care Act of 1979"

The Statement of Findings and Purpose

It emphasizes several important points while focusing on the children in families where parents need to work, such as:

-Children's needs are not being met in working families. As a nation, we have not targeted our day care policy to this population with the most obvious need for day care, and, in particular, during the important early years of development.

-Quality day care service strengthens the family. Families in our society are not receiving the support they need for their child-rearing.

-A diversity of types of quality child care needs to exist, and parents are the appropriate decision-makers to match the child care to their children's needs.

-There is a need for coordination and planning in a diverse system, to produce information on needs and resources and to create linkages between different federally funded child care programs and between child care and needed federally funded support systems.

The final section (b6) of Section 2 contains the excellent wording: "to strenghten the functioning of families by seeking to assure that parents are not forced by lack of available programs or financial resources to place a child in an undesirable child care facility of arrangement."

Universal Access. It is our understanding that the purpose of the bill is, "to promote the availability and diversity of quality child care services for all children and families who need such services." The bill stimulates a mechanism for the development at the local level, of a diverse public and private child care "market."

While establishing the principle of universal access in its purpose, the bill does not create a universal entitlement to child care. This may disappoint some advocates, but such an entitlement might create some legal problems, which some states believe they find in Title XX.

The bill, therefore is written in such a way that the size of the program is under the control of policy-makers who set the size of the appropriation. This is done through two means: (1) the establishment of a sliding fee scale. Day Care can be prevented from becoming a runaway cost program through policy determining the point at which the parent pays full costs; and (2) establishing priorities should there be a scarcity of day care spaces.

Protection of Parental Rights. Misinformation about the family-strengthening effects of day care has been circulated by right-wing groups in opposition to day care, and such misinformation will continue to be circulated about this bill. The bill is absolutely clear however, as to its purposes and mandates. Under the purposes is the statement, "Recognizing that the parent is and must continue to be the primary influence in the life of the child and that the parent must have ultimate responsibility for decisions on how the child will be raised..." To be sure this purpose is carried out, Section 3 of the bill states that, "Nothing in this Act shall be construed to authorize any public agency or private organization or any individual associated therewith to interfere with, or to intervene in, any child-rearing decision of parents."

The perspective of the bill is the same perspective which is prevalent in the field of day care, to support parents as the primary decision-makers, offering community support to them in the form of child care, information and referral, and the human caring supports which come along with those two services.

The state is chosen to administer the funds. (Section 4). Each state is to specify the state agency selected to administer the funds, with flexible wording permitting arrangements with other state and local public agencies. This permits, for example, a Department of Social Services to administer the actual service provision, while another agency might be the licensing agency or do the needs assessments. It would permit block grants to cities or counties.

This delivery system is selected from the various choices which could be made in a federal bill: (1) Using the public school system exclusively to administer day care; (2) Using a complex system of "prime sponsors" at the local level, - a plan which has been criticized in the past as being very expensive, and using undue amounts of potential service money in the creation of a large number of councils; (3) Distributing funds to cities and towns, which are so numerous that administrative control is difficult; or (4) Developing a city/state system such as CETA uses, which distributes money to cities above a certain size, with the state assuming responsibility for all non-urban areas.

Each of these options has had its advocates and its critics in the past. The choice of the state made in this bill has a number of advantages, above the fact that, politically, the states will support the delivery system. It is simple, and less expensive to monitor than other options; it has the greatest potential for integrated federal-state-local service delivery in the future, although it does not guarantee this; it can support the goal of diversity and parent choice; it can develop a geographic system of allocation of services which covers every area in a fair way.

There are several disadvantages. Many are fearful that governors may not be committed to the needs of minority groups. Others say that Southern governors have come a long way since the sixties, but that non-Southern governors have lost any commitment to civil rights. It is important that there be a section which permits the withholding of grants if the goals of the bill are not being accomplished by the state administration. Possibly there should be provision for federal administration after all efforts to assure appropriate state administration have failed.

For the largest cities in the country, such as New York, or Atlanta, there are other major disadvantages. Here the Mayors, faced with enormous human problems in their urban setting, are trying to make maximum use of all the resources available, through coordinating human service activities, such as employmeny services with day care. As long as the state can deal directly with providers in the city, disregarding human services planning in the city, the city is frustrated in its efforts to mandate program linkages. Furthermore, in our larger cities, there is often major conflict between city and state, and often a low priority at the state level for urban issues.

For this reason, it is worth consideration that wording be added mandating the state to make block grants to cities above a certain size - the very large cities in the country. The cities would have to meet the requirements of a plan and an Advisory Panel which the bill creates for states. This suggestion is made only in the case of the nation's largest cities, since the type of compromise system represented by CETA would not result in the kind of tight administration and planning, which state administration affords.

It is implicit in the bill, and perhaps should be made explicit, that states do not have to deal directly with service-providing agencies in every case. Many states and localities have been experimenting with very interesting administrative arrangements, through various umbrella organizations, such as

4-C's; Day Care Associations; voucher systems administered through information and resource centers; and decentralized financial responsibility at the county or sub-state level. The flexible funding arrangements of this bill would make these efforts at local coordination and resource mobilization very easy to continue or adopt.

The state must submit a plan, not less often than biennially. In it, the State specifies the agency to administer the funds, and provides for needs assessments, and assessment of the effectiveness of programs under this Act, and other provisions of law, in meeting such needs. Data on needs and resources are to be gathered, and submitted to the federal level, where they can be compiled and highlighted in the further development of day care policy.

Subsection 2B under Section 4 describing the plan departs somewhat from the targeted focus on working families and their child care needs. In the plan the state must also plan to meet the of handicapped children, children with limited English-language proficiency, and other groups of children having special needs. The section also mentions the needs of migrants, which are certainly a group of working families. The departure from focus could dilute the bill, if emphasis is place on spending funds under this act for handicapped children, already covered by 94-401, Head Start, and other state legislation, and for bilingual programs, also covered under other legislation.

If what is intended is an overall plan, include planning for Head Start, day care under Title XX, 4-A, and income disregard, special needs and bilingual children, and migrants, child welfare day care, Title I preschool programs, identifying all services and all of state and federal funds, this should be clear here. If the bill is less ambitious and wants a plan for working families, -which could include migrants, - then the mention of handicapped children and limited English-language proficiency should target these needs to such children in working families.

Coordination is mandated. (Subsection 2C) Those of us who have been involved in 4-C and other coordination attempts know that this is very difficult to accomplish without more specific high-level mandates to all the parties concerned with coordination. For example, under this section, it is clear that day care funded under this act should coordinate with other federally funded programs, such as Head Start and Title XX day care. To give a concrete example, they might share the same training programs, since all would have access to different training monies. In all the years since the Congress mandated coordination between Head Start and day care in 1967, there has been little sharing by Head Start of its training resources. Real coordination would require more specific language than this, and it would require that such language appear in each agency's Act.

In addition to mandating coordination among federally funded child care, the bill mandates coordination with other appropriate services, including health and nutritional services. Social services are not mentioned, and should be. Here again, it is sound to require that day care use existing community services rather than duplicating these services in the day care budget. Further, the other agencies should be mandated to coordinate, in their own legislation as well as here.

For example, it would be very feasible to mandate that mental health agencies provide social services and consultation to all the day care programs in their area, with additional funds provided for that purpose in the mental health legislation rather than in this Act.

Almost all services use Title XX money and must coordinate with that agency. The Pennsylvania state plan last year included an analysis of all Title XX services which included their other funds and legislative mandates. It was found that all the services under Title XX had other legislation mandating their administration, and some level of funding which was then supplemented with Title XX. All, that is, except day care. The Cranston bill fills this gap, creating a base for planning and promotion of day care, which, like other services, will probably depend heavily on Title XX funds as well. Coordination will be important, at the local level, and the program level, both responsiveness of the system at the state and federal level is needed to make such efforts real.

Distribution of funds Sec. 4, subsection (3) (A). Geographic distribution will be described in the plan, and it is implicit that there be equitable distribution in accordance with needs.

Eligible providers have to be licensed (or have applied for a renewal and be determined by the state to be likely to get the renewal), and must meet federal standards, which are developed under Section 5(c).

The requirement of licensure is probably too tightly worded. In most states, there is a fairly clear legal conceptualization the licensure applies only to private operators, and that other forms of regulation are appropriate for assuring the same level of quality in publicly provided services. For example, schools would be ruled out as providers under this wording. Similarly, university-based programs not subject to licensure would be ruled out. Of course the bill should assure monitoring and should assure that the quality is the same as that required in the public sector through licensing.

The wording could, strictly interpreted, inhibit the efforts some states are making to improve their regulation of family day care through using a registration system in place of traditional licensure. In Massachusetts, a strong case could be made that registration is licensure, but this is not as true in Texas.

Some states have some exemptions from licensure, such as the care of only two children in a family day care home. If citizens of the state want such exemptions in their non-subsidized child care, it does not seem feasible that this bill require a change in the entire licensing definition in order to deal with children funded under this Act.

The DCCDCA would suggest the following priorities:

1. Top priority would be for continuity for the child. Any child already accepted into a child care program should be permitted to continue the service as long as needed, with funds under this Act. We need to stop the present practice of bouncing children out of the day care programs where they have formed bonds of trust and love, for reasons of eligibility. We should not continue to accept the unacceptable.

2. Family crisis. Every day care program is familiar with these situations where there is an overwhelming instant need for child care. If there is room in the day care program, such crises should take precedence over other cases. This type of situation should be defined, or listed out, in guidelines.

3. Need for employment. Here all single parent families without outside income are eligible, regardless of income. (Fee of course will be based on income). In order not to set up policy incentives for family breakdown, two parent families should be give the same priority level as single parents, but can be prioritized in terms of need to work based on the income of the primary wage earner plus financial assets. This would define the need for the second wage earner to work. Training for needed employment should be included with equal prirority.

4. Two parent families without an economic need to work. These families would be the lowest priority for eligibility if spaces are scarce.

   When two equally eligible applicants are seeking day care, the day care program (not the state) should accept them in order of date of application. Waiting list procedures should be required by the state, which assure that applicants are accepted from the waiting list that corresponds with rule priorities.

Suggested wording might be (3) (C) (i) "Priority for services will be given to children on the basis of family need, taking income account children's needs for continuity once accepted into day care, family crisis, need for employment because of single parent status or the inadequacy of the income of the primary wage earner in two parent families."

Economic mix of children. Section (3) (C) (i) establishes an economic mix of children as an objective "to the maximum extent feasible." This is important wording, in a country which has suffered so much pain over integrating minorities into its public school system and which has a vision of that system as blind to social class. Our day care programs have been increasingly pushed toward segregation of the poor, which often has meant of ethnic minorities in certain geographic areas, by the rigidities of funding requirements. Simply establishing this as an objective should help.

Basing priority on need for day care rather than income will help to achieve this goal, which is quite contradictory to the section above originally worded. It is still going to be difficult to achieve fully until more money is available for the working parent not able to pay the full fee. It could be that this wording of "maximum extent feasible" will cause some bureaucratic hardships if it results in rigid guidelines for monitoring. However, with the suggested changes in priorities, it should be easier to accomplish.

A variety of providers. Section 3C(4) of Section 4 provides that funds should go to a variety of types of providers including centers and family day care, and others. The requirement of licensure may inhibit going beyond these two forms.

A sliding fee scale. Section (5) of Section 4 establishes a fee schedule based on family income adjusted for family size. This, together with eligibility based on need, should be the heart of any bill working families are supported by. It is wanted by the American public according to every pool. Passage of such language could influence Title XX planners to adopt the same fee scale. Certainly requirements for coordination would imply that fee scales be consistent between Title XX and day care under this act.

Section (5) is extremely important to day care policy.

Planning and policy date. States are to produce data on needs and resources, and progress toward narrowing the gap between them, including information on child care openings, waiting lists and the time associated with waiting lists.

Information and referral. Section (7) provides funds to support or establish information and refferral services to assist parents in securing child-care services. These funds could be used to fund resource centers on the model in California. Such services are useful both to parents and providers. As worded, it appears that it is the service which could be funded, rather than a type of organization, and 4-C groups, and a wide variety of auspices could apply for the funds.

It is not desirable to fund information and refferal to a great extent in areas where there are severe shortages of child care services. This section should somehow be limited so as not to use up funds more needed for child care provision. Possibly they should not exceed a percentage of the total funds spend under the state plan.

Tranining for child care personnel. Section (8) of Section (4) requires states to provide by grant or contract for training programs for child care personnel. Section 8 of the bill later defines such training, which in Section 14 is limited to 5% of the total reserved, and apparently need not come from the state Plan funds. Institutions of higher education, state and local public agencies, and private organizations may receive funds to provide preservice and inservice training to the following groups:

-teachers and administrative personnel involved in child care programs;
-to recruit and train low-income parents for child care positions;
-to provide specialized training in early childhood education for unemployed certified elementary school teachers;
-to train persons providing services to handicapped children, immigrant children, children with limited English-language profiency; and
-to develop and improve teacher certification criteria for child care programs.

The first of these training uses provides for badly needed training in day care administration. Although no research study has been done on the effects of administrative training, there is much evidence that such training has a direct and immediate effect on the quality of the care children receive. Such training should be supported strongly. The second of these training uses assures that community role models will be given priority to work in day care, while assuring that they will be given the needed knowledge and skills. The third of these training uses provides that public school teachers, from the elementary level, may be retrained in order to seek employment in day care.

The fourth of these training uses focuses on special needs, immigrant children, and limited English-language proficiency. Possibly joint funded training programs could be developed under this Act and under other acts focusing on those needs, to include day care staff from programs which serve working families and include such children, with staff in specialized programs funded under other legislation.

The last use is to develop and improve teacher certification criteria for child-care programs. For center care, the CDA criteria are excellent, although possibly they could be improved with more emphasis are not developed to this extent, nor is it clear whether certification should be ultimately required, although it is clearly a good thing to make available on a voluntary basis. Whatever is done under this section should be coordinated with the CDA Consortium's efforts to develop a viable credentialing system.

Support for licensing. This is the first federal bill to offer support for improving the state licensing. This support is further spelled out in Section 7(a) later in the bill, and is listed in Section 4 (9). In the latter section, the bill provides that states prepare a report to HEW on the status of licensing and plans for improvement and expansion to cover all types of child care (except in-home, relative care, or part-time informal neighborhood care), and proposed assistance from the Federal level.

The secretary then makes grants for improving the licensing program.

Such support is badly needed, and it is appropriate that the federal level offer such support, since the quality of national child care is of great concern to the Congress.

The bill could be improved if training money were available for licensing staff, not just on state-by-state basis, but nationally. When licensing staff are brought together outside their states, greater consistency of standards and procedures will result. The cross-fertilization is self-renewing, and is one creative stimulus to counteract the dangers of regulatory apathy and capture by the regulated.

DCCDCA would recommend the funding of our national Licensing Institute per year, where new ideas and concepts would be generated, and national information gathered and shared. Each year there should also be 5 to 10 regional Institutes, to bring this new knowledge closer to the state level, and to encourage cross-fertilization among the states in a region. For these purposes, some of the federal money should be reserved. Of course, in-service training inside the state is also of value, and could be funded under the licensing improvement plan to the states.

The bill also provides (Section (7) (c) for the development of a Model State Licensing of Child Care Providers Act to be used as a guide by states for improving licensing of child-care providers. The bill mentions cooperation from the National

Conference of Uniform Commissioners of State Laws. We would hope there would be cooperation from the Association for Regulatory Administration which is the national organization with specialized knowledge of child care licensing.

Parental involvement in State and local planning, monitoring, and evaluation is mandated in Section 4 (10); such involvement must be "meaningful". The system for monitoring and evaluation is not spelled out; possibly another section is needed requiring adequate state-level staff for monitoring and evaluation. We would suggest that the appropriate staff is the licensing staff, even though the tasks are legally and conceptually different, since the licensing training could equip this staff to perform these different sets of tasks. The advantages of using the same staff would be the reduction of outsiders who enter the program, permitting more in-depth inspection, a stronger single system of regulation. Certainly it should be clear, and perhaps mandated, that funds under this act are to go to the agency with a state-level mandate to license, even if it is outside the agency providing the service funds. This has been a problem in Title XX training money.

Maintenance of effort: The bill mandates that funds will be used to supplement, but not to supplant, existing Federal funds used for the support of child-care services. The last section of the bill further protects the level of funding for Head Start; maintenance of effort in Head Start is a precondition for any funds at all going in this Act.

Maintenance of effort is always important to include if any expanded services are intended. It may be desirable, however, to replace the present Title XX funding with funds under this bill, should restrictions on eligibility prove insuperable.

Limitation on administrative expenditures. Section 4 (12) limits administrative expenditures to 10% or less at the State level (5% in trust territories).

A State Advisory Panel is established under Section 13 of Section 4, The requirements for composition of the Panel are intended to assure a mix of representation from parents, providers, and other professionals. This sounds very much indeed like the 4-C mandates, which many of us have a great deal of experience with. It is going to be difficult to get parent participation in large states unless there is travel money and per diem available to cover baby-sitting and lost work. On the whole, we would favor some small amounts of money mandated for such purposes.

Some states may already have Day Care Advisory Committees with different compositions. We think it would be simpler if the bill mandated an Advisory Panel with a substantial mix of parents receiving child care services, child care providers of different forms of programs, and professionals in child development and related fields.

The Panel is to advise on the preparation of the state plan, on policy matters in its administration, as well as review and comment on the plan. They are also to review the needs and resources assessments, and the progress of the state toward meeting the needs, and make recommendations policy and the development of state standards. This apparently refers to state licensing standards, although the phrase is imprecise. Most states establish an ad hoc committee for that purpose when standards are to be changed; some states have an ongoing committee to oversee standards development. As much as possible, this section should be generally worded so as to enhance the work of citizen groups already working within a state if they are consonant with the purposes of this Act.

The Panel submit recommendations and comments to the Secretary of HEW, but it must do so through the state agency which administers the funds and only as the State agency deems appropriate.

At least two Panel meetings must be open public meetings (Section 13 (b) (1) (C) (3) at which the public is given the opportunity to be authorized to obtain staff and contract for sevices as needed, with funds guaranteed under the State plan.

Of the State plan complies with these provisions, it is approved by the Secretary. Due process is established should the Secretary not approve the State plan. Each year the State agency is to submit a precise report describing thier activities, results, and performance in meeting the Plan and the purpose of the Act, including the results of data collection, reviews and evaluations of the plan which the Act requires of both the agency and the Advisory Panel. (Subsection d).

National Administration (Section 5). At the federal level the Secretary is to designate an identifiable administrative unit and an individual in charge of it within HEW to administer the funds of this act and coordinate with other federal child care activities within HEW.

For purposes of coordination, placement of this agency within HEW is probably wise. On the other hand, it is clear that there is no priority for day care for working mothers within HEW at present. The Day Care Division has received no strong support from the Secretary. It might be wise at least to consider the pros and cons of placing this agency in the Department of Labor instead.

Regardless of where it is placed, day care needs a consumer-oriented family-supportive philosophy from an agency where the leadership is not professionaly focused on treatment from either a medical, psychological or educational point of view. Day care needs to become a preventive, family-focused action with expertise in child growth and development. This bill with its emphasis on working families, is an appropriate central coordinating force for the child care programs in various scattered places in HEW.

National Advisory Panel. Within six months after enactment of the Act, the Secretary is to establish within the office of the Secretary, a National Advisory Panel on Child Care Needs and Services. The placement of this Panel in the Secretary's office should help to give day care the priority it has laced in HEW until now, to the degree that it is possible for a legislative mandate to compel administrative attention.

Like the State Panel, the National Panel's composition is spelled out in the bill, in our opinion over-specifically to the point of being limiting. Here there are several additional complications. First, in addition to requiring a percentage of parents, professionals and providers, the bill also mandates 1/3 of the members to come from a State Advisory Panel. This is trying to accomplish so many purposes as to be very difficult. Requiring state representation of only 6 states of 50 is going to cause dissension in the other 44. We would recommend simpler language, with a little more leeway than percentages permit. Further, we think state level staff people on the national Panel would be advisable.

Duties of the National Advisory Panel. They are to review Federal policies for child care and make recommendations to the Secretary with respect to Standards. The bill does not say whether or to whom they give advice and recommendations as a result of their review of Federal policies.

They are given staff and technical assistance, and receive compensation for their work. Travel expenses, including per diem is authorized.

Standards are to be developed not later than 12 months after the Act is enacted, this is probably not enough time since the Panel is not required to be established or to meet before six months after enactment. This time period may be sufficient, however, if the present FIDCR process succeeds in creating a viable set of program requirements for day care under Title XX. The Panel would then, we hope, be required to adopt the same requirements for day care under this Act, with some comments for the Secretary's consideration at the next period of standards some time in the near future.

Standards are to "cover factors having a demonstrated impact on the quality of child care." Since there are some factors which might have not been the subject of research, it seems logical that factors which might have such an impact, but which have not been investigated, should be the subject of research under Section 6 of the Act. Another section might be added for this purpose.

The factors to be covered include, but are not limited to:

-group size and composition
-qualifications of caregiver
-physical environment
-parental involvement
-necessary support services.

Support services might appropriately be mandated to National providing such services at the community level; for example, social services mandated to the Mental Health system, with additional funds for the purpose; health services mandated to EPSDT or CHAP, if the Child Health Assessment Program should be passed and supplant Early and Periodic Screening, Diagnosis and Treatment. Nutrition services could be mandated through the School Lunch Program.

The bill spells out the publication of proposed standards in the Federal Register after distribution to the State Panels and Agencies and taking their comments into account. The bill prohibits any more than 12 days time from the time of publishing the proposed standards to the time of publication of the final standards in the Federal Register.

It might be a good idea to add to the duties of the Panel the compiling of information about the effects of the requirements, since it is likely that they will already have been adopted by the Secretary of HEW before the creation of such a Panel. However, it is desirable to collect information about how requirements are working, and then to review and revise requirements at least every five years. This would be an Panel to assign this continuing review duty.

Demonstration Projects (Section 6). Only 5 percent of the total appropriation is to be used for demonstration grants, or contracts, with public or private organizations. The purpose is to support innovative demonstration child care including night time care, care for sick children, migrant children, children with limited English-language proficiency, handicapped children, or other special needs population.

This list appears a little diffuse and untargeted to the purposes of this Act. We are certainly strongly in favor of such demonstration but we would think it more appropriate to provide such grants as part of the legislation providing federal support for those programs, rather than emphasizing children of working parents.

There are areas where not much is known, which need demonstrating or research in order for standards to rest on having a demonstrated impact on the quality of child care, such as curriculum content for caregiver training, especially for infants and school age children; other infact care and school-age care; teen age parents using child care and the kinds of support needed; ways for the day care providers to play a key role in child abuse. The night time care, care for sick children, and migrant children are also in keeping with a bill for working parents.

Licensing Improvement Grants (Section 7) have been described in this analysis. It is important that the federal government support this key element in the quality of child care children receive. Little federal support has been offered. Some five years ago, states were given very small grants by the Office of Child Development to improve their licensing in ways that they themselves deemed important, as stimulated by a federal publication providing guidance material. These tiny grants had a very creative effect in stimulating improvement. Further federal help could have the same effect.

It is important that such support be given to the state agency with the legal authority to license centers and also family day care homes, which might in some states be different agencies, and might be different from the agency designated by the state to administer these funds. The bill should mandate that the help reach the licensing agency, by mandating that the preparation of the report on the status of licensing should be prepared by the licensing agency or agencies.

As stated earlier, additional federal funds should be reserved for national and regional training institutes. A very small amount of money for this purpose can have a very large effect on the quality of the licensing.

In mandating the development of a Model State Licensing Act, the bill is giving impetus to greater consistency across states, without interfering with the states' freedom to pass the legislation which citizens of that state advocate.

Allotments (Section 9) to the states and territories are as follows. First from the total, no more than one percent will be distributed among Guam, American Samoa, the Virgin Islands, the Northern Marianas Islands, and the True Territory of the Pacific Islands, according to needs.

From the remaining 99% of the service funds to be distributed (not including funds for national administration, demonstration projects, licensing assistance, training grants or contracts) each state will receive an allotment based on (1) numbers of children living in homes with working parents, either two working parents or single working parents; and (2) numbers of children residing in households having incomes at or under 1/2 the median income for families of four.

This weighting gives the funds to states based half on the children in working families, and half on children in poverty. While we are not suggesting that this be changed, we think it would probably be better in future years to consider using only the working family factor and not the poverty factor. Our reason is not that we object to helping poor children, but that we do not want to keep them poor. If a state through its day care and other programs was succeeding in helping its families maintain self-sufficiency above the poverty level, it might be penalizing to reduce their day care assistance accordingly.

Payments. (Section 10). Funds under this Act are 100% federal, and may be made, to states having an approved plan, in installments, in advance or as reimbursement.

The lack of matching requirements is expedient, with the present climate of trying to put a cap on local expenditures. It is the fastest way to get a federally supported day care program under way. However, in the long run, we will have a stronger day care system when we have a local commitment to it. In Sweden, for example, the State pays 20-30%; the locality pays 60-70%, and the families pay 15-20%. An American model would be different; we would expect the parents pay more, at least 25%; the state and federal levels would together pay at least 50% and preferably 60-65%; with the locality paying least. It is only when we get that mix of funding that we will probably have the day care program we need.

Withholding of Grants (Section 11). This section permits the Secretary, with due process protection to the state, to withhold funds if he finds "a failure to comply substantially with any provision or any requirements set for in the State plan," or if he finds in the operation of any program or project assisted a "failure to comply substantially with any applicable provision of this Act. The section provides for restoring the funds after compliance is achieved.

It does not state what would happen in a case of continued non-compliance. It is probable that there should be some provisions for alternative operation, for example by the federal government.

Review and Evaluation (Section 12). This bill spells out the procedures for accountability, in language which is very specific and very thorough. Section (b) (1) provides that the Secretary "ascertain the specific objectives and expectations for achievement regarding programs and activities carried out under this Act of appropriate managers and policymakers in the Executive Branch and of appropriate Committees of the Congress." These objectives will then be used as yardsticks to measure whether the program accomplished the objectives.

Since this kind of process can cause a great deal of difficulty if the wrong yardsticks are used, we would suggest either (a) writing the objectives into the Act, so that the democratic process of passage of the bill could assure that the objectives are agreed on; or (2) delegating to the National Advisory Panel the task of writing appropriate objectives.

Some of the objectives relate to the child; however, these are assured through the standards application. We would not think it appropriate to engage in a lot of child-testing to assure that objectives are met. Observations of children and caregivers might be appropriate, using measures such as the Abt center study.

Other objectives related to the family. If family income is improved because the parent is enabled to work, that should be a desirable outcome, benefiting the family, through better purchasing power for housing, food, and other goods and services; benefitting the economy, through greater buying power of families and more tax dollars generated and through greater productivity of workers nationally. Increased family income is measurable, and it relates to the Title XX goals of achieving or maintaining self-sufficiency.

Another Title XX goal which would be relevant to this Act is "preserving families." Here it may be that incidence of child abuse could be lessened through relieving the strains of poverty on a family, preventing child abuse; and that two-parent families are preserved together. Numbers of two parent families offered child care before family breakdown, and the rate of family breakdown among the general population might be measured.

We would prefer that some thought be given now to objectives and measures, rather than later.

Definitions (Section 13). "Child" means anyone under age fifteen; which seems reasonable. The children under 12, however, are more dependent. After 12, what is needed is a youth program, which probably includes part-time employment or volunteer work, and participation in a variety of school-and-community related activities, such as band practice, school athletics, etc.

In conclusion, day care service should reach all our children who need them, rather than segregating the poor and subsidized in class-biased programs to be used by the working class or middle class.

What is needed in day care is a policy of universal access for all families, based on day care need, not on income or social class. This does not mean universal free day care for all. Those who can afford the cost of child care will probably continue to pay for it in the foreseeable future. They are increasingly willing to pay, if only they can get some help in finding the kind of day care they want. The poor will continue to be subsidized by government. The missing piece in most public policy is a partial subsidy for the strouggling working families, not wealthy enough to pay the high cost of good child care and then to receive the benefits of the 20% tax credit; and not poor enough, or overwhelmed enough, to have abused their children, gone on welfare, or in any other way qualified for day care subsisdy. These families need and deserve support to prevent their being engulfed by economic problems.

Only within the context of a firm policy in support of families and a national commitment to maximum development of every child, will we begin to find solutions to the problems that overwhelm the family today. In respect to child care, Socrates words are still timely today:

> "What mean you fellow citizen that you turn
> every stone to scrape wealth together and
> take so little care of your children to
> whom you must one day relinquish all"

Senator CRANSTON. We will now hear from Shirley Parker of the Appalachian Child Development Association of Anniston, Ala., who has several persons with her. I understand each of you is going to speak very briefly; if you would each identify yourselves as you begin and proceed in whatever order you wish. Thank you very much.

STATEMENT OF SHIRLEY PARKER, DIRECTOR, APPALACHIAN CHILD DEVELOPMENT ASSOCIATION; ACCOMPANIED BY SUSAN LAW, DIRECTOR, NORTH CAROLINA NORTHWEST CHILD DEVELOPMENT COUNCIL, WINSTON-SALEM, N.C.; GARY D. LITTLE, BUCKEYE HILLS-HOCKING VALLEY REGIONAL DEVELOPMENT DISTRICT; KAREN L. SCHREIBER, UNITY INSTITUTE FOR HUMAN DEVELOPMENT, MEADVILLE, PA.; DOROTHEA HAIGH, CHILD DEVELOPMENT PROGRAM ADMINISTRATOR, ALLEGANY COUNTY HUMAN RESOURCES DEVELOPMENT COMMISSION, INC., CUMBERLAND, MD.; AND MARY CHAMBERS, ALABAMA A & M UNIVERSITY CHILD DEVELOPMENT PROGRAM, HUNTSVILLE, ALA.

Ms. PARKER. We have one missing, but I hope she will show up soon; if not, we will just proceed as we are. Certainly, we wish to thank you for this opportunity to speak before this subcommittee today. I would like to, by way of introduction, tell you who we are. This panel—and, of course, we could have brought many more people, if time permitted—is composed of 13 States, project directors and staff from 13 States, and we are the Appalachian Child Development Association. We were organized as a direct result of the passage of Public Law 95-193 which amended the Appalachian Regional Commission Act and gave us 2 more years of funding; there was a 5-year limitation on Appalachian funds.

The primary purpose of our organization is to share information, discuss common problems, and provide technical assistance among our States. Even though this panel is obviously Appalachian-oriented, we are aware of the needs throughout our 13 States—the total needs, as far as title XX day-care goes, or child-care services go.

But many of our programs that were initiated back in 1971 and 1972 are facing the culmination of the 2-year extension now of Appalachian funds, and we are somewhat in the same position we were 2 years ago. We need funds to continue, and our needs are very immediate, to keep a network of some 200 child-care programs of various types—health and child-care programs—going.

So, in light of this, we arranged, or Congressman Applegate arranged, an informal meeting in his office last week, January 29, to explore every possible funding resource available to us to continue the child care programs in our States. It was a right impressive group; possibly the first time that many agencies in Washington got together to discuss children. We had the Appalachian Regional Commission; we had Senator Metzenbaum's office represented; Congressman Flippo's; the Public Services Administration; the Office of Child Development; HEW, the Under Secretary's Office; the Bureau of Education of the Handicapped; and, of course, members of our organization.

We sort of backed into the situation; we discussed every possible way to continue our programs. The conclusion of the group there was that there is no source of funding for continuation; that we do have special needs and that we do need special legislation to continue the projects that are now in existence. And we are not talking about expansion; we are talking about continuation.

We recognize the potential of Senate bill 4 in meeting our needs, and certainly want to go on record as being in support of it. We suffer under no illusion as to the difficulty in getting new legislation passed this year, but we do need assistance and we will lose a great investment in the Appalachian States if something is not done immediately. Some of the programs are closing now, this month, February, or are being cut back to a bare existence at this time.

I have with me here today members of our organization from North Carolina, from Ohio, from Pennsylvania, from Maryland, and from Alabama, and would like for them to explain to you the needs of our programs as they need it in their States.

[The prepared statement of Ms. Parker follows:]

TESTIMONY OF SHIRLEY PARKER, DIRECTOR OF THE APPALACHIAN CHILD DEVELOPMENT ASSOCIATION, BEFORE THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT, COMMITTEE ON HUMAN RESOURCES, UNITED STATES SENATE, RE. S.4

Mr. Chairman, I wish to thank you and the Committee for affording me this opportunity to testify today in support of Mr. Cranston's Child Care Services Bill (Senate Bill S.4).

The Appalachian Child Development Association is an organization composed of Appalachian Child Development Directors and staff throughout the 13 states. The association was organized as a direct result of the passage of Public Law 95-193 which amended the Appalachian Regional Commission Act and gave states the option of continuing funding for existing child development programs for 2 additional years. The primary purpose of our organization is to share information, discuss common problems, and provide technical assistance among the States.

Many of the Appalachian Child Development Programs are facing the culmination of the 2 year ARC extension and are in somewhat the same position they were 2 years ago; even though they have utilized every practicable funding source available.

In light of this, an informal meeting was arranged by Congressman Applegate (Ohio) and his staff and was held in his office on January 29, 1979. The purpose of the meeting was to explore every possible funding source to replace the vital ARC funds. Present at the meeting were Mr. Applegate and members of his staff, members of the Appalachian Child Development Association and staff representing the following congressional offices, Bureaus of the Federal Government, and other agencies involved with the Administration of funds for Early Childhood Development:

Appalachian Regional Commission
Senator Metzenbaum's staff
Congressman Flippo's staff
Public Services Administration (Title XX)
Office of Child Development
HEW - Undersecretary's office
Bureau of Education for the Handicapped

After 2 hours of discussion and deliberation, it was the consensus of the group that there were no adequate funding sources to replace ARC monies which now meet the needs of the working "near poor" population served by our programs. It was concluded that "special" aid is needed for Appalachian Health and Child Development Programs and it appears that Mr. Cranston's bill has the potential of satisfactorily solving the funding problems of our 13 state network of comprehensive child development services. We, as an association, representing the 13 Appalachian States wish to go on record as supporting Mr. Cranston's bill.

Here with me today to present testimony are Susan Law from the North Carolina Northwest Child Development Program, Mary Chambers, Alabama A&M Child Development Program, and Karen Schreiber, Unity Institute (Pennsylvania). Due to time limitations we have chosen these people from these states because we felt their problems would best represent the entire region. Each of them can testify to the particular needs of existing child care services in their respective states.

Senator **Cranston**. Thank you very much.

Ms. **Law**. My name is Susan Law. I am the director of Northwest Child Development Council, Winston-Salem, N.C. As the director of a multi-county child care program serving more than 600 children in 19 centers, I am pleased to support and endorse Senate bill 4. I assure you that I can speak for all five ARC projects in North Carolina, and I would like to describe briefly for you the state of child care in North Carolina.

According to 1975 U.S. Department of Labor statistics, 44 percent of the labor force in North Carolina is composed of women. These women have over 200,000 children. These 200,000 children face State-licensed child-care slots of 81,000 and federally certified slots of 12,000. Hence, only 38 percent of these children can be served in licensed care; only 5.6 percent of these children can be served in certified care.

This problem has not gone unnoticed in North Carolina. Governor James Hunt has focused his attention and resources on this need, both through Federal and State funding of child care, and through the seeking and subsequent granting by Secretary Califano of the waiver of the Federal interagency day-care requirements. The State and the Federal Government in North Carolina now recognize a more realistic Federal staffing pattern which enables, in this admittedly austere time, a more cost-efficient child-care program, reducing staff costs by some 25 percent.

The Governor and the Advisory Budget Commission of the North Carolina General Assembly have endorsed an additional State appropriation of $11 million in the next biennium for child care, which will help, if passed by the North Carolina Legislature. It addresses child care throughout the State, not only in Appalachia.

As a group, public and private providers in North Carolina are developing a position which addresses the focus and structure of a comprehensive child care system. More than 2,000 providers and other child development professionals were recently asked to respond to a draft of this position. While the draft has not officially been approved, verbal response has been overwhelmingly positive.

You must know that the representative group which prepared this draft was not aware of Senate bill 4, but was addressing the issues related to North Carolina alone. May I read some of our draft recommendations?

Choice of program should be a right of parents. Subsidy should be determined by financial consideration of the family. One State agency should administer and plan for the coordination of all services. Strong emphasis must be placed on training to enable all children to participate in developmentally oriented care.

North Carolina has a ground swell of public support for child care, not just those children eligible for title XX. The Appalachian Regional Commission programs have demonstrated that there is a tremendous need among persons who cannot afford to pay $45 a week.

We in North Carolina are grateful to the commission and to our Governor for support. We are grateful, too, for your wisdom in the development of Senate bill 4. The passage of this bill is critical, particularly in this time of economic uncertainty, as more and more women must seek employment in order to help support their families.

Senator **Cranston**. Thank you very much.

[The prepared statement of Ms. Law follows:]

Tuesday, February 6, 1979

Testimony of:

Susan Law
Director
Northwest Child Development Council
Winston-Salem, North Carolina

To:

United States Senate Subcommittee
on Child and Human Development of
the Committee on Human Resources

Mr. Cranston

As the director of a multi-county child care program serving more than 600 children in 19 centers, I am pleased to support and endorse S. 4. the Child Care Act of 1979. I assure you that I speak for all five projects in North Carolina presently aided by funds provided through the Appalachian Regional Commission. I would like to describe for you the state of child care in North Carolina.

According to U. S. Department of Labor Statistics, (1975) forty four percent of the labor force in North Carolina is composed of women. These 1,152,000 women have 214,725 children of pre-school age. These more than two hundred thousand children face limited state licensed child care capacity in that there are 81,645 places available in state approved facilities. Of this 81,000 capacity for licensed care, only 12,000 places are in federally certified centers. Hence only 38% can be served in licensed care; only 5.6% can be served in certified care.

This problem has not gone unnoticed in North Carolina. Governor James Hunt has focused his attention and resources on this need both through federal and state funding of child care and through the seeking and subsequent granting by Secretary Califano of a waiver of the Federal Interagency Day Care Requirements. The state and the Federal Government now recognize in North Carolina a more realistic Federal staffing pattern which enables, in this austere time, a much more cost efficient child care program, reducing staff costs by some 25%.

The Governor and the Advisory Budget Commission of the North Carolina General Assembly have endorsed an additional State appropriation of 11 million dollars in the next biennium for child care which will help, if passed by the North Carolina Legislature, address the lack of child care throughout the State.

As a group, public and private providers in North Carolina are developing a position that addresses the focus and structure of a comprehensive child care system. More than 2,000 providers and other child development professionals were recently asked to respond to a draft of this position. While the draft has not officially been approved, verbal response has been overwhelmingly positive. You must know that the representative group which prepared this draft were not aware of the content of S. 4. but were addressing issues relating to North Carolina alone. The position of the sponsor of this legislation, in my opinion, adequately reflects that of the majority of providers in North Carolina. May I read some of our draft recommendations to be submitted to decision makers in Raleigh, North Carolina.

(1) Choice of program should be a right of parents.

(2) Subsidy should be determined by financial consideration of the family thereby enabling the working poor to participate.

(3) All child care programs should serve children of all economic levels so as not to perpetuate ethnic and cultural segregation.

(4) One state agency should be responsible for coordination and for assuring access to all children in need. This state agency should not be the welfare agency.

(5) This state agency should have as a mandate the development and implementation of an equitable voucher system.

(6) Strong emphasis must be placed on training of staff to enable all children to participate in developmentally oriented care.

North Carolina has a ground swell of public support for child care for all children, not just those eligible for Title XX subsidy. The Appalachian Regional Commission programs have demonstrated that there is a tremendous need among persons who cannot afford to pay $45.00 per week for child care from a diminishing amount of disposable personal income.

We in North Carolina are grateful to ARC and to our Governor for leadership and support. We are grateful too for your wisdom in the development of S. 4. The passage of this bill is critical particularly in this time of economic uncertainty as more and more women must seek employment in order to help support their families. S. 4. recognizes this pressing problem and seeks to address it directly.

We appreciate the opportunity to meet before this subcommittee and pledge our support of the Child Care Act of 1979.

Senator CRANSTON. Mr. Little.

Mr. LITTLE. I am Gary Little, Child Development Specialist for Buckeye Hills-Hocking Valley Regional Development District in the rural southeastern section of Appalachian Ohio. I am here on behalf of our local development district, the other two Appalachian Regional Commission local development districts, and also the Ohio Department of Economic and Community Development, Bureau of Appalachia, to speak in support of Senate bill 4 which would, we understand, provide assistance and coordination in the provision of child-care services.

I would like to speak to several points in more detailed testimony that, with your permission, I would like to submit for the record today.

The 7-year old experience of the State of Ohio with the Appalachian Regional Commission child development program confirms the need for assistance and coordination of child-care services for children and their families. I would like to give you one example of a test that was conducted in some day-care centers in three of our counties.

Day-care centers in a tri-county area—the Hocking, Athens, and Perry County areas—conducted an analysis on the progress made by day-care children in the area of psycholinguistic development. The scores obtained on the Illinois test for psycholinguistic abilities from a sample of 37 day-care children ages 2½ through 6 years show a mean psycholinguistic age gain of 10.5 months over a 6.8-month period. These results indicate the mean psycholinguistic age gain per month of 1½ times the normative rate of psycholinguistic development.

Presently, there are 18 Appalachian Regional Commission child development projects operating in the Appalachian area of Ohio, expending approximately $1.2 million in fiscal year 1979 Appalachian Regional Commission funds, and an additional $1.6 million in other sources of Federal and State funding; for example, title XX and USDA reimbursement, CETA positions, Ohio Department of Health and Ohio Department of Mental Health and Mental Retardation grants.

In reference to Senate bill 4, our experience can document that through the coordination of various services to children and their families, significant steps can be taken to improve health, learning, and nutrition problems that often magnify in the later years of school. The importance of this coordination of service, agency activity, or the incorporation of health, nutrition, education and day-care components within a center setting should not be overlooked.

Problems of the low income and the near-low-income-child family are seldom corrected with a single service. The needs of the entire family and child must be taken into consideration.

Also, as is stated in Senate bill 4, and can be documented again by the ARC child development program experience, there is an extreme shortage of child-care services to those in need. Our centers are full and all have waiting lists. The number in need multiplies when you consider the many families of moderate income that are disappointed because these services are not within their economic means.

Our experience can further illustrate that child-care services promote the well-being of the family recipients, and it must be pointed out that these child-care services are currently available only through our small demonstration project, through Head Start for the specific age group of 3 through 5 years, and through private, and often expensive, day-care providers.

Birth through 6 years of age is a critical developmental period, and is also the most cost-effective time to deliver child-care services. Problems in the areas of health, education, and nutrition can be spotted at an early developmental stage and at much less cost ameliorated before they magnify and multiply. This emphasizes that while the need for child-care services as outlined in Senate bill 4 is unquestioned, our experience in the Appalachian Ohio area illustrates the additional need to address health and nutrition deficiencies in conjunction with the other child-care services.

[The prepared statement of Mr. Little follows:]

TESTIMONY ON
SENATE BILL NO. 4

Presented By:

OHIO DEPARTMENT OF ECONOMIC & COMMUNITY DEVELOPMENT
BUCKEYE HILLS-HOCKING VALLEY REGIONAL DEVELOPMENT DISTRICT
OHIO MID-EASTERN GOVERNMENTS ASSOCIATION
OHIO VALLEY REGIONAL DEVELOPMENT COMMISSION

to the
U.S. SENATE
COMMITTEE ON HUMAN RESOURCES

I am Gary D. Little, Child Development Specialist for the Buckeye Hills-Hocking Valley Regional Development District in the rural Southeastern Section of Appalachian Ohio. I am here on behalf of our local development district, the other two Appalachian Regional Commission local development districts, and the Ohio Department of Economic and Community Development, Bureau of Appalachia to speak in support of Senate Bill 4 which would, we understand, provide assistance and coordination in the provision of child care services.

Before I go further, I would like to take this opportunity to thank the Committee for giving me this time to present testimony. Please don't hesitate to ask questions on any points you wish clarified and be assured that any documentation requested on information presented today will be forwarded to the Committee within this week.

The seven year experience of the State of Ohio with the Appalachian Regional Commission Child Development Program confirms the need for assistance and coordination of child care services for children and their families.

The Appalachian Regional Commission Child Development Program in Ohio began in the fall of 1971 when eight (8) projects were funded. The program experienced rapid growth in the following years because of a significant demand for Comprehensive Child Development services for pre-school age children and their families in the designated twenty-eight (28) Appalachian counties of Ohio. Over thirty (30) projects have been developed and a wide range of services provided including maternal and child health services, center based child care, parent education, family planning, and nutrition education. Twenty-five (25) of the twenty-eight (28) Appalachian counties have received one or more of these services. An investment of over twelve (12) million Appalachian Regional Commission dollars has been made in Ohio's Child Development Program since 1971 and approximately 25,000 children, and their families have benefited from this program annually.

For example, as a direct result of the Appalachian Regional Commission Child Development Program, there has been a dramatic decrease in infant mortality rates in the Appalachian area.

INFANT MORTALITY RATE

	1971	1973	1975	1976	1977
Tuscarawas County	39.7	19.4	15.2	14.9	12.9
Guernsey County	26.9	14.9	8.0	22.7	15.6
State of Ohio	-	17.4	-	14.9	13.9

Likewise, there has been an increase in the number of preschool children immunized as a result of the Appalachian Regional Commission Child Development Program.

An example is the seven years statistics of the Tuscarawas County Child Health centers.

TUSCARAWAS COUNTY CHILD HEALTH CENTERS

PERCENTAGE OF SCHOOL ENROLLEES
WITH
PHYSICALS AND IMMUNIZATIONS

	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78
Children	1,229	2,035	1,317	1,052	849	N/A	N/A
Physical Exams	28%	45%	65%	75%	76%	79%	95%
DPT	37%	47%	90%	94%	94%	94%	91%
Polio	36%	47%	89%	92%	94%	92%	94%
Rubeola	31%	43%	85%	88%	91%	94%	97%
Rubella	31%	42%	82%	86%	92%	94%	97%
TB Testing	17%	25%	-	Not Required		-	-

Another example: Day Care Centers in a tri-county area, Hocking-Athens-Perry conducted an analysis on the progress made by day care children in area of psycholinguistic development. Scores obtained on the Illinois test for psycholinguistic abilities from 37 day care children, ages 2½ through 6 years show a mean pscholinguistic age gain of 10.5 months over a 6.8 month period. These results indicate the mean psycholinguistic age gain per month of 1½ times the normative rate of psycholinguistic development.

Also, the Appalachian Regional Commission Child Development Program is directly responsible for creating over 300 jobs in Ohio and enabling over 500 parents to enter the workforce or enroll in job training because of the availability of quality child care center based services for approximately 400 children annually.

Presently, there are eighteen (18) Appalachian Regional Commission Child Development projects operating in the Appalachian area of Ohio expending approximately $1.2 million in FY'1979, Appalachian Regional Commission funds and an additional $1.6 million in other sources of federal and state funding (i.e. Title XX and U.S.D.A. reimbursement, CETA positions, Ohio Department of Health, and Ohio Department of Mental Health and Mental Retardation grants). All available sources have been accessed to the maximum. Further use of current funding would necessitate legislative changes in existing programs affecting particular target groups and the scope of services provided.

In reference to Senate Bill 4, our experience can document that through the coordination of various services to children and their families, significant steps can be taken to improve health, learning, and nutrition problems that often magnify in the later school years.

The importance of this coordination of service agency activity or the incorporation of health, nutrition, education and day care components within a center setting should not be overlooked. Problems of the low income and near low income child and family are seldom corrected with a single service. The needs of the entire family and child must be taken into consideration.

As is also stated in Senate Bill 4, and can be documented by the Appalachian Regional Commission Child Development Program experience, there is an extreme shortage of child care services to those in need. Our centers are full and all have waiting lists. The number in need multiplies when you consider the many families of moderate income that are disappointed because these child care services are not within their economic means.

And our experience can further illustrate that child care services promote the well being of the family recipients and it must be pointed out that these child care services are currently available only through our small demonstration project, through Head Start for the specific age group of three (3) through five (5) years, and through private, often expensive day care providers.

Birth to six years of age is the critical developmental period and is also the most cost effective time to deliver child care services. Problems in areas of health, education and nutrition can be spotted at an early developmental stage and at much less cost ameliorated before they magnify and multiply. This emphasizes that while the need for child care services as outlined in Senate Bill 4, is unquestioned, our experience in Appalachian Ohio illustrates the additional need to address health and nutrition deficiencies in conjunction with other child care services.

In conclusion, it is the feeling of the Ohio Department of Economic and Community Development, Bureau of Appalachia, Buckeye Hills-Hocking Valley Regional Development District, Ohio Mid-Eastern Governments Association, and Ohio Valley Regional Development Commission that the passage and implementation of Senate Bill 4 would address the needs of the day care portion of this Appalachian Ohio demonstration program. The Comprehensive Child Development model has been cost effective and beneficial to the families and children receiving the services, and continues to be in high demand.

It is the demand by the families, the ever increasing number of working mothers and working fathers who are deeply concerned about the early years of their children's lives, coupled with the proven success of this Appalachian Regional Commission demonstration model that brings Ohio's twenty-eight (28) Appalachian Counties to this Committee to respectfully urge your favorable consideration of Senate Bill 4; a bill long overdue; an idea that could greatly benefit and help to support the family as a unit in today's complex, demanding, and difficult society.

Senator CRANSTON. Thank you very much. I would like to say on your cost-effective remarks that I agree that what we are proposing here will be very cost-effective. A GAO study that we have just received concludes that the Federal Government's investment in this sort of program is very well spent and will lead to savings in many respects, and revenues should also be increased, as people now unable to work are able to go out and work if their children are properly cared for.

I do not believe that we should seek to balance the budget at the expense of our older or poverty-pressed or disabled citizens. At the same time, I strongly favor moving toward a balanced budget as rapidly as we can. I think we must do that to deal with inflation and other problems that we face.

If I strongly support some appropriations that are of a new sort for this program, I am going to be, at the same time, working for offsetting cuts in other programs, so that I am not taking the stance of proposing an increase in expenditures at a time when we have got to get expenditures down. But I think that this program is so important that we should approach it in that way.

Ms. SCHREIBER. My name is Karen Schreiber, and I am the assistant director of the Unity Institute for Human Development, a multi-purpose human service agency in Meadville, which is located in Crawford County, northwestern Pennsylvania.

I would like to say thank you to Senator Cranston and the subcommittee for the opportunity to testify this morning, and I will try and limit my remarks, in the interest of time, to discuss briefly what we see as some of the needs and the problems relating to child care, and then briefly to make several comments on the bill, as it stands now.

Senator CRANSTON. If you could do all that in 2 minutes, that would be great.

Ms. SCHREIBER. I will give it my best shot.

Unity Institute serves approximately 4,800 clients in our area, and we have been in operation for 8 years. To just tell you briefly how desperately child care is needed, 6 years ago we had no day care in our area at all; it was unheard of. We were the first agency to provide day care, and we currently serve 95 children through title XX and could easily serve two to three times as many, just from people who come to us, based on our waiting list and the ineligible people we turn away.

Three years ago, we started a program funded by the Appalachian Regional Commission, where we do home-based education for parents and children on parenting skills, and provide information and referral. We served 1,500 parents, approximately 500 families, and could easily serve three to four times more, if the funding were available.

We have been approached by people of all levels—low-income families, high-income professionals, school teachers, families working in factories and hospitals—all of them seeking child care which does not exist in our area. We have 8,500 children in Crawford County under 6 years old, and with all types of slots—title XX, day care, private fee-paying programs—there are less than 500 slots available in the whole county. There are approximately 19,000 children ages 6 to 17, and there is virtually no school-age care available at all.

In our State as a whole, one woman in four with a preschool child is in the labor force, and yet there are title XX slots available for approximately 1.5 percent of the total number of preschoolers in Pennsylvania.

The current situation of available child care in our area, which I think is typified in the Nation, is one which offers basically two alternatives. One is funded programs, which are available mostly for low-income families, or fee-paying programs, which are really able to attract only middle- and upper-income families, and I think that presents a number of problems.

For parents, once they have reached the point where they are beginning to be on their feet, they are no longer eligible for title XX and they cannot afford to pay for totally fee-paying programs. In some cases, we have actually seen families who will stop working and go back on welfare, because they are losing money by working and paying for care for their children.

For children, I think one of the most crucial things is that the type of care offered now at a very early age when children are forming their attitudes and behavior patterns, they are segregated by economic status before they are even in the public schools. For providers, it is the same type of problem, where you have two choices: funded programs or programs where you have to do totally private support and where the amount of money it takes for you to start that type of center is very, very difficult to get.

A couple of brief comments on the bill: I think more about coordination with other programs needs to be dealt with. Assessment of needs, I think, should have as much direct input from parents and providers as possible. If the training provisions are really intended to train low income parents—I am not sure if this is intended, but it is not stated in the bill—tuition will have to be paid for those parents; if they are working and just beginning, they really cannot afford the schooling, also. The State and national advisory panels look very good, and I think the regulations that the national panel is proposing to form will be crucial; I think that is really going to be the heart of a lot of what happens with the program.

One final comment: If the licensing is to cover all centers, I hope that the requirements will, of course, insure safe conditions, appropriate educational levels, and so on, but that they will not be so strict that they really end up putting programs out of business. Thank you.

Senator CRANSTON. Thank you very much.

[The prepared statement of Ms. Schreiber follows:]

TESTIMONY ON S-4 - CHILD CARE ACT OF 1979

By: Karen L. Schreiber
Unity Institute for Human Development,
a multi-purpose human service agency,
Meadville, Crawford County, Northwestern Pennsylvania

I would like to thank Senator Cranston and the Subcommittee on Child and Human Development for the opportunity to respond to the Child Care Act of 1979, as our agency has a deep concern for the needs for child care, and during our history we have seen the needs for child care increase dramatically.

Unity Institute began eight years ago as a local effort by parents and community people to provide care for pre-schoolers, children, and youth to avoid problems of child abuse, delinquency, school drop-outs, and related concerns.

Until six years ago there was no Day Care in our county. Unity Institute became the first Title XX provider. We currently provide care for 95 children, and our waiting lists, plus the ineligible parents we turn away are at least 2-3 times greater than our enrollment.

Three years ago we became the first agency to offer home-based parenting education and information and referral for child-related services. We reach 500 families per year, and could serve 3-4 times as many families if the funding were available.

Unity Institute has been approached by people of all levels asking for more child care services - from low-income families to business executives, from mothers working in hospitals, on factory shifts to mothers who are school teachers and in and other related professions. We are currently working with an independent women's group looking for ways to provide various types of child care, and plan to open a fee-paying center in the near future.

In Crawford County, there are 8,300 children under six years of age, and there are less than 300 slots in the whole county for any type of pre-school care. There are roughly 19,000 children in the county ages 6-17, and there is virtually no significant after-school care available at all.*

In Pennsylvania as a whole, 1 woman in 4 with a pre-school child is in the labor force, yet there are Title XX slots available for approximately 1.5% of the total number of pre-schoolers in the state.*

The current situation of available child care in our area, which I believe generally applies nationally, offers basically only 2 alternatives for care with little in between. The choice is either government funded free services for low income families or fully paid fee services for middle and upper income families.

*Statistics from "Children in Pennsylvania," social indicators for Human Services, Pennsylvania State University, July, 1975.

The two extremes of available care cause numerous problems for parents, children and providers.

For low income parents, there is often a point, particularly if the family has several children needing care, or if the family has only one parent, where they are no longer eligible for Title XX, yet cannot afford to pay for child care; and in some cases, it may actually be more feasible economically for the parents to quit working rather than to work for low wages and pay high fees they can't afford for child care they desparately need.

For children, the current alternatives mean that at any early age when development of crucial attitudes and behavior is occurring, the children in child care settings are being segregated by economic status, due to the low-income eligibility requirements for funded programs and the high income levels necessary to pay for private fee-paying child care.

For providers, the problem is the same. If they offer government-funded service, the service is too often designed to meet regulations and requirements, and not the actual needs of families in the community. There is little flexibility in terms of the types of services allowed under funded programs, and few providers have the kind of money necessary to equip a center and start fee-paying services. Plus, once again, the clients must be either low-income or upper income, with no significant combination of sliding fee and funded service available for the many families in between the two economic extremes.

Hopefully the Child Care Act of 1979 will offer some solutions to the problems I have just listed.

In regard to the Act itself I have several comments.

1) More needs to be said about the coordination with existing services, particularly in the areas of tie-in with Title XX, and in the area of decision making and who has the final authority.

2) The assessment of needs for child care needs to be as simple as possible with as much direct input from actual parents and providers as possible.

3) It is good that there is at least 5% of the funds available for demonstration grants. Parents' needs are so diverse that there must be as much room for flexibility as possible.

4) I have a real concern about states designating the agency to administer the grants. It would be very easy for the program to become an extension of Title XX, which would probably not produce good results.

5) The voucher system may create more options for parents, but would probably cause many problems for providers collecting fees and require strict monitoring to ensure that parents paid the fees for which the vouchers were provided.

6) If the training provisions are really intended to train low-income people, the funds must cover tuition costs for those in training.

7) The State and National Advisory Panels are excellent and the required ratios for parents and providers look good. The development of the guidelines for programs by the National Panel is crucial, since the regulations for implementation will be the key to the success of the whole program. And again, maximum in-put from parents and providers is crucial. Too often legislation /

regulations look good on paper but are unworkable in practical application.

8) If licensing is to cover all types of child care, the requirements for the provider must ensure that the child's basic health, safety, nutritional, and educational needs are met, but not be so stiff that they put programs out of business who are trying to comply to regulations. Currently any program not funded by Title XX is hard pressed to service because of stiff staff/child ratios, space requirements, and excessive paperwork requirements.

In closing, it is very timely that the Child Care Act was introduced during the International Year of the Child. Hopefully it will be approved and funded this year also.

To that end I offer the services and assistance of our agency to assist in that process.

Thank you.

Senator CRANSTON. Ms. Haigh.

Ms. HAIGH. My name is Dorothea Haigh, and I am the child development program administrator from Allegany County, Md. My program operates two child development centers in Allegany County, and we serve 90 children ages 3 through 5 years, and their families.

Over the past 6 years, we have served over 500 preschool children through a comprehensive service delivery system, with funding provided from the Appalachian Regional Commission, title XX, the USDA child care food program, and our county moneys.

The services offered by our program include social services, parent involvement, education and handicapped services, health and nutrition services, and transportation. Through the coordination of all these service components, we have been able to make a significant impact on the future growth of Allegany County.

I must state that all of these services, we feel, are essential if we are to provide an effective day-care program for preschool children.

In Allegany County there are approximately 7,800 children under the age of 6. The only major preschool programs are the Head Start and Child Development programs, which are operated by our community action agency. We are set up to serve approximately 165 children, and through the private providers, there are probably close to 100 more slots. Therefore, we are serving less than 400 children out of that 7,800 in our county. There are no State-operated day-care centers in our county and the only other means of day care is through family day care, and they are very limited.

With the passage of Public Law 95-193, the funding level of fiscal year 1978 had to be maintained for two additional years for the ARC money. Although we are providing all of our service components, drastic cuts have resulted in each of those services. For instance, our social service staff had to coordinate more of the health services for our children, and therefore we had to cut back on individual contacts with the family.

Our dental followup treatment for each child had to be eliminated because of the cost of this service. This was included in our health services, and although this service was the most needed due to the lack of fluoridated water in our county, it was one of the major costs of our health services.

Transportation services had to be cut and our target areas have been reduced, in order to maintain our expenses at the 1978 level. All in all, we have barely survived our sixth year of ARC funding, and with our seventh and final year approaching, we must prepare for more cutbacks.

Quality day care is, indeed, an expensive proposition. However, it is one of our most vital. The Appalachian child development program has proven to be a success in addressing the following problems related to Appalachian children: inadequate economic resources for single- and two-parent families; lack of day care services, thus discouraging full utilization of employment opportunities; inadequate preparation for elementary schools and early identification of special needs; inadequate access and availability of health care and health education services; inadequate nutritional information, practices and skills; insufficient resources for developing parenting skills; and lack of coordinated, effective service delivery systems.

Yet, as we look toward 1979 as the International Year of the Child, we find that these problems exist throughout all of our United States. Our future economic growth is dependent upon the comprehensive investments that we have made in our children and our families. Thus, the time has come for strong national legislation which insures quality day care services for our children, and I sincerely hope that this bill, Senate bill 4, will receive the favorable consideration and supportive commitment that it so rightly deserves. Thank you.

Senator CRANSTON. Thank you very much.

[The prepared statement of Ms. Haigh follows:]

TESTIMONY BEFORE THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT OF THE SENATE HUMAN RESOURCES COMMITTEE, RE: S.4

February 6, 1979
by
Dorothea Haigh
Child Development Program Administrator
Allegany County Human Resources Development Commission, Inc.
340 Frederick Street
Cumberland, MD 21502

As a member of the Appalachian Child Development Association and Program Administrator of the Allegany County Child Development Program, I am pleased to have this opportunity to submit testimony on behalf of (S.4) "Child Care Act of 1979".

Our Child Development Program in Allegany County, MD operates two Child Development Centers which serve ninety (90) children, ages 3-5 years and their families. Over the past six years of operation we have served over 500 preschool children through a comprehensive service delivery system with funding provided by the Appalachian Regional Commission, Title XX, Department of Agriculture - Child Care Food Program, and County monies.

The services offered by our Program are Social Services/Parent Involvement, Education Services, Handicapped Services, Health and Nutrition Services and Transportation. Through coordination of all of these service components, we have been able to make a significant impact on the future growth of Allegany County by meeting the individual needs of each child and (each) family that we have served. All of these services are essential if we are to provide an effective day care program for preschool children.

Since A.R.C. monies are presently providing the majority (56%) of our funds, we must secure a new source of funding within the next year or our Centers will be forced to close down operations. We are currently utilizing Title XX funds to the maximum and even if some Title XX monies are available after the A.R.C. monies are eliminated, not only will most of our services have to be eliminated, but we will also have to restrict services to only those families who are eligible under Title XX guidelines.

One-fourth of the residents in Allegany County are low income families whose incomes are under $5,000per year. (Based on 1970 census.) Our county does have a significant potential for future growth, but this growth is dependent upon day care programs such as ours, which provide services at no cost to the recipients. If Title XX monies were available after the A.R.C. monies are eliminated, our program would have to implement a fee paying scale under Title XX guidelines. Not only is the projected program income from the collection of fees minimal in terms of total operating costs, the "near poor" working population, which we are currently serving is practically eliminated due to their inability to pay for day care.

With the passage of P.L. 95-193 the funding level for FY '78 had to be maintained for two additional years with A.R.C. monies. Although we are still providing all of our service components, drastic cuts have resulted in each component.

1. Social service staff were required to coordinate more of the health services for the children. Thus, individual contacts with the family have been reduced.
2. Dental followup treatment for each child had to be eliminated from our health services. Although this service was one of the most needed due to the lack of flouridated water in Allegany County, it was also one of the most costly.
3. Transportation services had to be cut. Thus, our target areas have been reduced in order to maintain our expenses at the 1978 level.

All in all, we have barely survived our sixth year of A.R.C. funding and with our seventh and final year approaching, we must prepare for more cutbacks. Quality day care is, indeed, an expensive proposition. However, it is also one of our most viable investments.

The Appalachian Child Development Program has proven to be a success in addressing the following problems related to Appalachian children and their families.

a. Inadequate economic resources for single and two-parent families.

b. Lack of day care services discouraging full utilization of employment opportunities.

c. Inadequate preparation for elementary school and early identification of special needs.

d. Inadequate access and availability of health care and health education services.

e. Inadequate nutritional information, practices and skills.

f. Insufficient resources for developing parenting skills.

g. Lack of coordinated, effective service delivery systems.

Yet, as we look toward 1979 as the International Year of the Child, we find that these problems exist throughout all of our United States. Our future economic growth is dependent upon the comprehensive investments that we have made in our children and their families. Thus, the time has come for strong national legislation, which ensures quality day care services for our children and I sincerely hope that this bill (S.4) will receive the favorable consideration and supportive committment that it so rightly deserves.

Senator **Cranston**. Ms. Chambers.

Ms. **Chambers**. I am Mary Chambers from Huntsville, Ala. I am very pleased to appear on this panel, Senator Cranston. I must say that when I received a copy of the bill yesterday and read it in its entirety, my hat is off to you because of the fact that you have touched every part of the concern that we have for our child care services, after having worked with it for 7 years and struggling to try to make a demonstration program come alive in a place where there were no such programs in the State of Alabama.

Senator **Cranston**. Good; I am glad that was your reaction.

Ms. **Chambers**. On behalf of the Alabama Child Care Contractors Association and the 27 contracting agencies composing its membership, I do again express my appreciation for the opportunity to present this testimony in support of the bill.

Just as a little bit of a background statement, the Alabama Child Care Contractors Association is an organization composed of contractors and subcontractors within the State of Alabama who administer funds for comprehensive child care services for preschool children ages 6 weeks to school age. The organization was formed as a result of the amendment of the Social Security Act of 1965, to encompass a comprehensive national social services program under title XX.

The chief objectives of the organization are to share information, discuss common problems, and provide technical assistance throughout the State. At the present time, 27 contracting agencies operate 75 licensed day care centers, serving over 5,100 preschool children ages 6 weeks to school age in the State of Alabama.

Many of the 75 centers were initiated in 1972, when the Appalachian Regional Commission provided seed money to match title IV(a) funds. Under the joint funding, Alabama initiated a comprehensive child development program in 22 of the 35 Appalachian counties. Five public agencies served as grantees for ARC funds and contracted for title IV(a) funds, which later became title XX under the amendments.

The initial 1972 program consisted of a system of 23 child-development centers, serving approximately 2,500 preschool children. Funded as a 5-year demonstration project, ARC funds were combined with the Social Security Act funds to provide Alabama with the financial assistance for the creation of a much-needed service system, particularly in rural areas.

Within the complex framework of joint funding, child development programs in the State of Alabama operated the first 2 years, 1972 through 1974, utilizing 100-percent Federal funds.

She says my 3 minutes are up, and I believe in following orders so I am going to get right over to the next to the last part of what I really wanted to say. There is no need of going through all these statistics; I think they have been well laid out. But I do want to make this statement, that the child care contractors and subcontractors of Alabama are deeply concerned about the future of these 75 child development centers from whom the State purchases comprehensive child care services for more than 3,000 families through title XX. Of special concern are those who utilize ARC funds as well as title XX funds.

We are concerned at this time, because, one, the continued funding after January 1980 of these programs is rapidly expiring, and no viable substitute has been identified to date, except through your bill. Two, the title XX funding in the State of Alabama has reached its ceiling, without any increase in the allocation to these centers for the last 2 years, in spite of the fact that we have——

Ms. **PARKER**. Three years.

Ms. **CHAMBERS**. Three years, Shirley says; thank you, Shirley. Of course, with no increase, that is tantamount to cutbacks in our funding.

Four, the title XX programs as presently structured do not meet the needs now being met through our comprehensive ARC programs. And, further, should the population now being served in these centers be limited only to the children in families eligible for title XX child care services, the local support that we have worked for and acquired over the past 7 years would be lost.

We agree with you that programs for the poor are important, but at the same time, those who earn a little bit more deserve the kinds of child-care services that I envision through that new bill that you have drafted.

In October of 1977, Ms. Parker and some of the other people who are sitting here at this panel came and presented testimony and facts and figures which bear out this great need.

Senator Cranston, and others who have drafted this piece of legislation, we wish for you much success in channeling it through whatever channels are necessary, and if you need additional facts on the needs and the kinds of things that we have learned through operation over 7 years in this type of program, we would be most happy to provide it. Thank you again for the opportunity to speak.

Senator **CRANSTON**. Thank you very, very much. You have been very helpful. Your full statements will go in the record. I am going to restrain myself and not ask you questions that I would like to ask you, because of our time problem this morning, but we will submit questions to you in writing.

Ms. **PARKER**. Senator, may I just add one thing? You were asking about the amount of money.

Senator **CRANSTON**. Yes.

Ms. **PARKER**. We estimate in Appalachia, just to continue our programs, it would take about $15 million, if that is of any significance to you.

Senator **CRANSTON**. Just to continue present programs?

Ms. **PARKER**. To continue; no expansion.

Senator **CRANSTON**. How are they funded now?

Ms. **PARKER**. Basically, with ARC-title XX funds and any other hodge-podge we can put together.

Senator **CRANSTON**. Thank you very, very much.

We will now proceed to our second panel, consisting of Patty Siegel of the Child Care Switchboard, San Francisco; Sally Wideroff of the Citizens Committee on Public Education-Early Childhood Committee, Delaware Valley Association for the Education of Young Children, Center for Pre-School Services Advisory Committee, Philadelphia, Pa.; Pat Murrell, executive director, Community Coordinated Child Care of Louisville-Jefferson County, and president, Kentucky Citizens for Child Development of Louisville; and

Jane Whitbread, Family Circle magazine of New York, accompanied by Mark Clements.

STATEMENT OF PATTY SIEGEL, EXECUTIVE DIRECTOR, CHILD CARE SWITCHBOARD, SAN FRANCISCO, CALIF.; SALLY WIDEROFF, CITIZENS COMMITTEE ON PUBLIC EDUCATION-EARLY CHILDHOOD COMMITTEE, DELAWARE VALLEY ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN, CENTER FOR PRE-SCHOOL SERVICES ADVISORY COMMITTEE, PHILADELPHIA, PA.; PAT MURRELL, EXECUTIVE DIRECTOR, COMMUNITY COORDINATED CHILD CARE OF LOUISVILLE-JEFFERSON COUNTY, AND PRESIDENT, KENTUCKY CITIZENS FOR CHILD DEVELOPMENT, LOUISVILLE, KY.; AND JANE WHITBREAD, FAMILY CIRCLE MAGAZINE, NEW YORK, N.Y., ACCOMPANIED BY MARK CLEMENTS, A PANEL

Ms. **Siegel**. Senator Cranston and staff of the subcommittee——

Senator **Cranston**. Patty, I want to welcome you, especially, from my own State. I want to apologize to this panel for the fact that I am probably going to be summoned elsewhere, I hope briefly, during your appearance, but we will continue with Susanne Martinez carrying on in my hopefully brief absence. I will review whatever testimony I do not hear personally.

Patty, if you would proceed.

Ms. **Siegel**. Thank you. I am really delighted to be here, and I bring to the subcommittee and especially to you, Senator Cranston, and your staff, really warm greetings and bouquets of support from everyone in California, including the Governor's Child Development Advisory Committee, Mayor Dianne Feinstein from San Francisco, and our State superintendent of public instruction. In fact, this bill has been a real shot in the arm to all of us who really kind of need it in our post-Prop 13 era.

Senator **Cranston**. Thank you.

Ms. **Siegel**. As a working parent of three schoolage children, I really know from a very personal, as well as professional, standpoint the important need for this bill. I think it has a vision that we have all been working for, and I am really happy that we are going to have a chance to hopefully see it implemented.

I do not want to go on and on about Prop 13; I am sure there are many of you here today that are wondering what it is doing to us in child care in California. I am pleased to say that last year, we were able to hold the line in our child-care budget. We did not lose any money, which was significant, since many other social services did.

But we have no new money in our State budget this year, and when you consider that there is a documented need for 1 million children in California and that only 300,000 are being served in licensed slots right now—center-based and family day care—and that fewer than half of those 300,000 are receiving any kind of subsidy, you can all appreciate why we are really looking to this bill and to the Federal Government to help us in the provision of services that we need.

Now, I have a very particular and personal perspective on child-care needs, because I am the director of the Child Care Switchboard, which is a 6-year-old, private, nonprofit organization that helps parents find child care. We got together as a group of parents ourselves who were running parent cooperatives. We knew that other parents who were on our waiting lists simply did not know where to turn.

The yellow pages, the hunt-and-peck method of finding child care, is not one which is good for kids or for families. It often causes—you know, people find child care that does not work out, that really is not truly meeting their needs, and then there is disruption for the child and disruption for the family, and sometimes it really means a loss of work for the parents.

So we have tried, in the 6 years of our evolution to really address parental choice. We believe that if parents are going to truly have a choice, and I quote from section 2, "access to the broadest availability and diversity of quality child care services for all children and families who need their services," then they have to know what is out there.

We are very pleased to see the provision of information and referral services in this bill under section 4, because we think that it is a key ingredient to assuring and facilitating this kind of parental choice. I am joined in this by some 34 child care I. & R. agencies in California, and by a growing national network of groups in places all over the country, including Boston; New York City; Chicago; Ithaca; Denver; Frogmore, S.C.; Orlando, Fla. They are really cropping up all over in a grassroots way, because I think we realize that this is a need that has not been addressed.

If parents do not know what options are available to them, then parental choice does not exist. And if they have no information on which to base their choice between available programs, then their choice is still not free. Now, in California my own agency has developed primarily with private support. But in 1976, as part of an alternative child care bill supported by Governor Brown, child care information and referral services were included. So we have really had a sort of laboratory in California, to see what would happen when these services were available.

We have been commended by our own legislature and by the Governor for being the part of his alternative child care program that has most expanded parental choice. Other parts of that same bill included a vendor-voucher program and an expansion of subsidized family day care. I am submitting to the committee reports which we have prepared on each of those aspects; an overall report on alternative child care, a report on the voucher payment experiment, and a report on child care licensing.

[The information referred to appears in the appendix on p. 561.]

Ms. Siegel. I would like to draw your attention to one very significant aspect of child care I. & R.'s, as they have evolved in California and other parts of the Nation, as well. Our services are available to all families, regardless of income. We join you, Senator Cranston, in recognizing that child care services are needed across the entire economic spectrum.

It is really interesting to note that our own I. & R. services have not been targeted for post-Proposition 13 cuts, despite the fact that we are one of the newest State-funded programs in California. I believe this is because we have provided meaningful service to many of the citizens of our State who fall off the title XX eligibility charts and who too often wonder what services their tax dollars buy which actually benefit themselves.

Our presence in the community begins to make a much-needed shift in child care policy, a shift from the view that child care is welfare linked and only needed as an employment enabler, to a view that sees child care as a positive support to families.

I have shared with you the role of I. & R. in relation to parents. I would like to expand a little now and turn to its relation to providers and potential providers of care. I think we are all aware of the question that goes on of who needs child care and what is really happening to the people that are not finding it.

Frankly, whether it is the recent literature and public interest—the Suzanne Woolsey article, the Bruce Briggs article—it is basically, I think, almost slanderous. People would have us believe that there is not a child-care need, and when you sit at the child-care switchboard and answer the phone 40 to 60 times a day, you know that that need exists. We are documenting that need, because we feel you need it in your planning process, and I am pleased to see that you have called for it.

Now, documenting need in descriptive statistics is only one part, one ingredient, of real good child-care planning. You also need to understand factors such as the saturation of all available, economically appropriate slots; what types of services are not available in a given community; cost concerns of consumers as well as providers of care; and parental preferences for specific types of service.

All of this information is documented at the switchboard. We have an intake procedure, and we also phone every parent who phones us back within 6 weeks. I am attaching to my longer testimony and entering into the record our actual follow-up interview, because I think it is important for you and your colleagues to understand the kind of nitty-gritty of what we are asking parents about.

We have also recently in California begun to collect this data on a statewide basis. I want to emphasize that this is a voluntary effort; we are not getting any money from anyone to do it. But, as a network of I. & R. agencies, we decided that this was valuable information; nobody was asking for it, but we are giving it to them anyway.

Now, we know that when we phone people back that what actually happens to parents when they do not find child care is a depressing litany of family breakup; people often move. For those families who are not able to afford private child-care spaces, it often, frankly, means that they go back on welfare or never get off.

I think you understand that when we have a sense of those needs, and it is a very frustrating sense, that we cannot just sit on it. A part of what we try to do is share it with people like yourselves, and a part of what we try to do is help new services evolve in our community. So, although we started as parents primarily helping parents, over the 6 years we have developed a system of helping providers and potential providers of care, both through training startup and a general sort of coordinating function.

A good example of how all this comes together in the State was a successful campaign last year to expand infant care. We, and other agencies like ourselves in California, have documented consistently that the two areas of most significant unmet need are infant care and afterschool care. We were able to send that to our State legislature and, when, before Proposition 13, there were new child-care expansion funds available, for the first time the priority for those funds was for infant care.

I think that that is significant, and I think that your bill really addresses that in a nationwide way. With the kind of documentation you are asking for in the state plan and with the participation of I. & R. agencies, I think you can really get at that.

I would like to suggest that in order to appreciate the full scope of I. & R. services, you add to the language you have already included two sections, and I would like to read this. You state now, "provide by grant or contract for the support or establishment of information and referral services to assist parents in securing child-care services". I would suggest adding the language, "to assist providers and potential providers in the provision and development of child-care services and to assist and facilitate local and State planning and community coordination of child care".

Now, I would like to just briefly speak to the training section. I applaud you for that, and I hope that you keep in the training section the ability to contract to private, nonprofit organizations. We have not had that under title XX and it has been a hardship.

Finally, I would like to say just a few words on licensing, which is an area that we in California have been plagued with. I think that you have really begun to take it by the horns, but I think that there needs to be a few things included.

I would suggest changing the language from "licensing" to "regulation", so that in those many States that are now developing a system of family day-care registration, that they not be excluded, because, in fact, the registration system for family day care has been very successful in those States where it is happening. And if the bill reads, too strictly, "licensing", I am afraid they might be excluded.

I also think that when you talk about the deficiencies, you are going to have to be more specific with the States, and I would suggest that deficiencies can include overregulation as well as underregulation. I believe that you will have to give the States a framework in which to report those deficiencies, and that they should report them separately for family day care and center-based care.

I thank you very much for the time today, and I am sure that all of us in California will do whatever we can to see that this fine bill is successful this year.

[The prepared statement of Ms. Siegel follows:]

Testimony on S.4 "Child Care Act of 1979

Prepared for: The Subcommittee on Child and Human Development
of the Committee on Human Resources

Submitted by: Patty Siegel, Executive Director,
Childcare Switchboard,
San Francisco, California

Presented on: February 6, 1979 Washington D.C.

Senator Cranston and members of the Subcommittee:

I am pleased to have the opportunity to appear before you today and to share with you California's and San Francisco's enthusiastic welcome and support for S.4, the Child Care Act of 1979. As the working parent of three school-age children, I know from very personal as well as professional experience how desperately we need the provisions and visions of S.4.

I think all of us involved in the provision of child care services in California take special pleasure and pride in a bill that is authored by one of our own Senators, and which so accurately reflects the needs and concerns we have shared with him. Our physical distance from Washington, D.C., oftens generates a sense of disenfranchisement. We therefore were especially appreciative of the two field hearings the Subcommittee held last year in San Francisco and Los Angeles. I feel far more comfortable appearing before you this morning knowing that other parents and child care providers from California have had the opportunity to share their needs and concerns with the committee, and, indeed, had a real voice in the development of this bill.

As you well know, the passage of Proposition 13 in California is having widespread impact on all human services. Child care advocates successfully protected the state's existing 124,000 subsidized child care spaces in the initial post-13 budget crunch last June. The Governor's proposed budget for 1979-80 maintains existing funds for child care, but it offers no new funds for the expansion we so desperately need. Senator Cranston has outlined that need in Section 2 of the bill very accurately. California's total licensed capacity for child care is approximately 300,000 slots. According to the Riles Commission on Child Development established last year by our State Superintendent of Public Instruction to formulate a five year plan for child care, there are 1 million children in California who have working mothers and who need child care. The 300,000 licensed slots currently available serve less than one third of those children and only slightly more than half those slots are truly available to low income working parents. With no new state funds available in California's Prop. 13 future, we must look to the federal government to help us develop and provide the child care services we know are needed.

My perspective of unmet child care needs is somewhat unique. I am the director of the Childcare Switchboard, a private, non-profit agency founded in 1972 to help parents seeking child care and child related services. (I have attached our brochure which will give you a full description of our services.) I am one of the parents who helped to found the agency six years ago, understanding then as I do now the often painful difficulty and anxiety experienced by parents looking for child care services. Every day we talk to an average of 35-40 parents who are looking for child care which they can afford and which truly meet their needs. We offer an alternative to the hunt-and-peck method of finding child care which we know costs parents and children precious time, energy and adjustment. Our goal is to make available to parents updated information about the full range of child care and child related services in San Francisco and to encourage better utilization of child care slots available in public and private centers and homes. Our service emphasis has always been to facilitate parental choice in choosing child care. We are pleased to see S.4's acknowledgement of parents' primary influence in the life of their children. At the Switchboard we are parents helping parents. Our diverse staff is prepared from their own personal experience to discuss with parents the difficulties of finding child care for a two and a half year old who is not quite potty-trained, the anxiety of missing work for four days when your four year old breaks out with the measles, how to piece together a full-day care arrangement for a Kindergarten child who's school day ends at 11:30, and what to do with an 8 year old who thinks he's too grown up for supervised care.

Section 2(b) of the bill makes a commitment to promoting "the broadest availability and diversity of quality child care services for all children and families who need such service". It further states a goal of strengthening "the functioning of families by seeking to assure that parents are not forced by lack of available programs or financial resources to place a child in an undesirable care facility or arrangement".

The availability of child care information and referral services like those we have developed at the Childcare Switchboard is, in my opinion, a key ingredient to assuring and facilitating this kind of parental choice. I am joined by California's network of 34 child care information and referral agencies, and a growing national network of child care information and referral agencies in places such as Boston, New York City, Chicago, Ithaca, Denver, Frogmore, S.C., and Orlando, Fla., in applauding Senator Cranston and his staff for including a provision under Section 4 to "provide by grant or contract, for the support of establishment of information and referral services to assist parents in securing child care services."

If parents don't know what options are available to them, then parental choice does not exist. And if they have no information on which to base a choice between available programs, then their choice is still not free. Since 1976, California has provided state funds for child care information and referral (also known as "Resource and Referral") under legislation known as the "Alternative Child Care Program". Along with information and referral, this bill included funds to expand subsidized family day care and to establish a vendor-voucher system. (I am submitting to the Subcommittee reports on the Alternative Child Care Program which have been prepared by the Governor's Child Development Advisory Committee.) Each of these program components was established with a goal of "expanding parent choice". Over the past three years I have had the pleasure of working with new information and referral (I & R) agencies in rural, suburban and urban parts of our state as they develop these services, and I am convinced that these 34 child care I & R agencies have acted as prime movers in broadening parental choice. In addition to providing information on available services and counseling parents on how to choose child care, I & R programs have been particularly successful in making more accessible to parents invisible sources of care, such as family day care, playgroups, parent co-ops, in-home, sick and respite care.

I'd like to draw your attention to one very significant aspect of child care information and referral services as they have evolved in California and other parts of the nation as well. Our services are available to all families, regardless of income level. We join Senator Cranston in recognizing that child care services are needed across the entire economic spectrum. It is interesting to note that our services have not been targeted for Prop. 13 cuts despite the fact that we are a relatively new state-funded program. I believe this is because we have provided meaningful service to many of the citizens of our state who fall off the Title XX eligibility charts and who too often wonder what services their tax dollars buy that actually benefit themselves. Our presence in the community begins to make a much needed shift in child care policy -- a shift from the view that child care is welfare linked and only needed as an employment enabler, to a view that sees child care as a positive support for families.

I've shared with you the role of I & R in relation to parents, and now I'd like to briefly expand a little on the role of child care information and referral agencies within the community and in relation to providers and potential providers of child care services.

S.4 addresses the need for state planning and the establishment of data collection and evaluation procedures which will tell us what progress we are truly making toward meeting child care needs in our communities, the states, and in the nation. Child care information and referral can be extremely helpful in documenting those child care needs and in giving them a public voice which might otherwise go unheard, or which may be abused or slanted as we have seen in some of the recent literature. (Suzanne Woolsey, "Pied-Piper Politics and the Child-Care Debate", Daedalus, Spring 1977; Barry Bruce Briggs, "'Child Care': the Fiscal Time Bomb", The Public Interest, Fall 1977.) Planning for child care requires not only descriptive statistics which document the need for child care in various communities, but also an understanding of how the child care market-place is actually operating in a community. This understanding should include factors such as: saturation of all available, economically appropriate slots; what types of services are not available (e.g. infant care, sick care); cost concerns of consumers as well as providers of child care; and parental preference for particular kinds of child care services.

Such important information is currently available from the Childcare Switchboard. Recently our voluntary network of California Child Care Information and Referral Agencies decided to collect and compile this information on a state-wide basis. Our first report was gathered for November, 1978, and included information from thirty communities specific to:

I. Number of Child Care Referral Requests

II. Ages of Children Served
    A. Infant (birth-23 months)
    B. Preschool
        1. 2.0 - 2.11 years
        2. 3 - 5 years
    C. School Aged (6 years and up)

III. Time Category of Care Needed
    A. Full-time
    B. Part-time
    C. Extended Day
    D. Occasional
    E. Drop-in/Emergency

IV. Reason Care Needed
    A. Employed/Seeking Employment
    B. School or Training Program
    C. Development/Special Needs
    D. Respite Care
    E. Sick Child
    F. Parent Relief
    G. Other

This information is solicited from the thousands of parents who call our agencies each month requesting child care. Under the provisions of Senator Cranston's bill, it could begin to be available from communities across the nation.

My own agency also documents what parents say they can afford to pay for full-time child care, and parental preference for specific types of child care services related to age of child, time needs, etc.

Other important types of data which can be available from information and referral agencies are those which help to assess whether parents are successful in locating child care and if they are not successful, what impact this can have on their lives and the lives of their children. Such data is gathered from follow-up contact with parents who phone I & R agencies for child care referrals. I am attaching a copy of the follow-up interview we use at the Childcare Switchboard. By re-calling these people through this follow-up procedure, it is possible to document:

1. If their child care need was met, and if so, through what kinds of services.
2. If they were able to locate the type of child care which they preferred.
3. If they are satisfied with their child care arrangements.
4. How much they are actually paying for full time child care.
5. Why they are unable to find child care.
6. How they are caring for their children if a child care service was not available.

Parents' responses to the above concerns which have been documented by the Childcare Switchboard follow-up staff show consistently that when parents do not find child care they are placed in a situation which brings rapid and often debilitating changes to their lives. Some parents have been forced to discontinue educational or training programs, to change jobs and to change residence because their child care needs were unmet. In short, not finding child care services triggers a depressing litany of economic hardship and family break-up and disruption which must be documented.

Our first-hand knowledge of these unmet needs has prompted us to initated and develop other services which encourage the development and provision of quality child care services. We offer technical assistance to new and developing programs; resources and workshops for family day care providers; a toy center where parents and providers can borrow toys and equipment and make innovative toys for thier own homes and programs; and a monthly forum where program directors can share their needs.

We help to identify available community resources to child care providers and we offer potential providers an on-going portrait of available and needed child care services in each neighborhood of our city. Our bi-monthly newsletter, "Children's News-Advocate", which is distributed to over 8,000 individuals and families, is an on-going source of news and information.

An example of how all these services come together is our successful state campaign to expand infant care last year. At the Childcare Switchboard we have documented a dramatic increase over the past two years in the need for full time child care services for children under two years of age. We have also documented that very few services are available to this age group, especially when the parents have limited financial resources. We, and other I & R agencies, shared our documentation of these needs with legislators last Spring, and when expansion funds were made available, infant care was cited as the top priority for spending those funds.

The state application process for funds required a documentation of existing services need in the community to be served. We were able to provide this kind of information to over 45 applicants for funds in San Francisco. We also helped community groups develop proposals and programs that would address their needs.

I'm pleased to say that this year, as a result of that process, San Francisco has several new infant programs located in those communities that most needed them. These programs are now receiving referrals from us and making good use of our toy Center, workshops, etc.

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The projection of this kind of thoughtful, careful planning and development for child care nation-wide is very exciting. To help insure that child care information and referral agencies are able to provide maximum service in that process, I'd like to suggest that the wording of Section 4(a)(7) be expanded to read as follows:

> Section 4(a)
> (7) provide, by grant or contract, for the support or establishment of information and referral services to assist parents in securing child care services; to assist providers and potential providers in the provision and development of child care services; and to assist and facilitate local and state plannning and community co-ordination of child care.

I'd like now to comment on two other aspects of the bill with which I have had extensive experience in the course of I & R training and licensing.

I am extremely pleased that training funds are specified and that they will for the first time be available to local public and private agencies as well as institutions of higher learning. Child care providers work long and hard and are notoriously underpaid. They very much need and deserve on-going training which truly addresses their diversified area of work. Such training is often best provided off-campus and by local agencies who have a close and established relationship with child care providers - center or home based.

S.4 addresses the complex issue of licensing in a thorough and cohesive manner unprecedented in previous federal legislation. This is crucial given the understandable provision of Section 4, which mandates that child care providers be licensed by the state.

I would ask that the word "regulated" be substituted for the word "licensed" so that those states which have instituted a "Registration" system for family day care would be clearly included in the bill's intent.

As many of you know, my own state and many others have inadequate or bogged down systems of child care licensing. The inadequacies in California most adversely affect family day care providers who must often wait 6-9 months to receive a simple license. The bill's concept of "Licensing Improvement Grants" outlined in Section 7 would hopefully move toward a remedy of these inadquacies, but I believe it must be more specific in its mandate to the states. The states must be given a framework in which to evaluate their deficiencies, and such deficiences must be reported separately for family day care and center-based care. I am submitting to the committee a recent report of the Governor's Child Development Advisory Committee in California which outlines the nature and scope of licensing deficiences we are aware of.

And finally, I hope that the new FIDCR requirements will be successfully completed and issued within this year, so that we may avoid any further fragmentation of child care regulation. However, I respect Senator Cranston's foresight for making accommodation for standards pursuant to this act in the event that the FIDCR is not completed.

In concluding, I must re-iterate the need for more child care services nation-wide. The Child Care Act of 1979 addresses that need through provision of funds for diversified child care services within each state, and by establishing a national framework in which child care needs can be considered and addressed. The linkages which the bill insures between parents and providers, between communities and states, and between states and the federal level are basic and necessary. As a member of the Governor's Child Development Advisory Committee in California, I have had the opportunity to see how a panel very equivalent to the proposed State Advisory Panels in Section 4(b) can, I believe, effectively aid the state in developing a cogent, realistic planning process for child care. Through informal child advocacy networks, I have had contact with many concerned child care parents and providers in other states, but the concept of a National Advisory Panel on Child Care Needs and Services is most welcome.

I hope each of you will give your full support to this fine bill. Thank you for your time and attention this morning.

FOLLOWUP QUESTIONNAIRE FOLLOWUP QUESTIONNAIRE FOLLOWUP QUESTIONNAIRE

Hello, my name is ______________. I'm calling from the Childcare Switchboard. You called us in (month) looking for childcare for your (age of child). I'm doing a followup survey of people who have used our childcare referral service. I would like to ask you a few questions about both your need for childcare and our referral service. Your responses will be confidential. We appreciate any time you can spare since your feedback helps us not only determine unmet childcare needs but also improves our service.

If person agrees to answer followup questions, proceed with following:
WERE YOU SUCCESSFUL IN FINDING CHILDCARE?

YES, DID FIND CHILDCARE

(1) Did you find this childcare as a direct result of our referrals?
IF RESPONSE IS "NO", ASK QUESTIONS (2) - (4)
(2) How else were you able to find childcare?
(3) Did you contact the CCSB referrals?
(4) Although you did not use our referrals for your childcare, was your contact with us helpful to you in finding childcare? In what ways were we (not) helpful?
(5) What kind of childcare did you find?
(6) Could you tell me where it is located? (Supervisorial District)
(7) Is this a fulltime childcare arrangement?
IF RESPONSE IS "YES" ASK QUESTION (8).
(8) Can you estimate the cost per month for this childcare?
(9) Did you find the type of childcare arrangement which you preferred for your child, that is, were you looking for Family Day Care, babysitting, childcare centers?
(10) Are you satisfied with the childcare arrangement you are now using? Could you please comment?
(11) Are you a single parent?
(12) Are you currently receiving AFDC or disability (SSI)?
(13) Is there anything else you would like to say?

THANK YOU VERY MUCH FOR YOUR TIME. IF WE CAN HELP YOU IN THE FUTURE, PLEASE GIVE US A CALL.

Hello, my name is ______________. I'm calling from the Childcare Switchboard. You called us in (month) looking for childcare for your (age of child). I'm doing a followup survey of people who have used our childcare referral service. I would like to ask you a few questions about both your need for childcare and our referral service. Your responses will be confidential. We appreciate any time you can spare since your feedback helps us not only determine unmet childcare needs but also improves our service.

If person agrees to answer followup questions, proceed with following:
WERE YOU SUCCESSFUL IN FINDING CHILDCARE?

NO, DID NOT FIND CHILDCARE

(1) Did you actively look for childcare?
IF RESPONSE IS "NO", CEASE INTERVIEW WITH CLOSING REMARKS. MAKE A NOTE OF RESPONDANT'S COMMENTS.
(2) Did you contact the Childcare Switchboard referrals?
(3) Even though you did not find childcare, was your contact with us helpful to you in any way? In what way(s) were we (not) helpful?
(4) Are you still looking for childcare?
(5) Did you look for a childcare center for your child?
IF RESPONSE IS "YES", ASK QUESTION (6)
(6) Are you on a waiting list for childcare at a center?
(7) How are you currently caring for your child?
(8) What would you say is the main reason you were unable to find childcare?
(9) Are you a single parent?
(10) Are you currently receiving AFDC or disability (SSI)?
(11) Is there anything you would like to say?

THANK YOU VERY MUCH FOR YOUR TIME. IF WE CAN HELP YOU IN THE FUTURE, PLEASE GIVE US A CALL.

EVERYTHING YOU WANTED TO KNOW ABOUT CHILDCARE IN SAN FRANCISCO

CHILDCARE SWITCHBOARD

The Childcare Switchboard-Children's Council has been providing free services to the San Francisco community since 1973.

The services described on the following pages have developed over the past five years through the efforts of many parents, childcare teachers, family day care providers, and concerned community groups.

Our office is located in Noe Valley, 3896 24th St, corner of Sanchez. Our services are city-wide and we welcome people to drop-in our office. Bring your children—we have a special play area for them.

We are a private non-profit agency with full and part time staff of 23. We are currently funded by a variety of sources: The United Way, the Ford Foundation, the Rosenberg Foundation, the Zellerbach Family Fund, State Department of Education and CETA.

SE HABLA ESPANOL

Si usted está buscando cuidado de niños, llame al Childcare Switchboard. Nuestros servicios están a su disposición en español. Todos estos servicios son gratis.

PARENTS

If you're looking for childcare that fits your individual needs, we can help you find it. Parents need childcare that's convenient for them, in their own neighborhood, or on their way to work. Parents need childcare they can afford, rely on and feel good about.

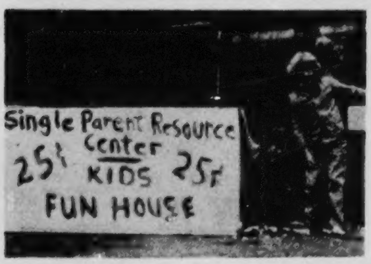
We have information about all types of available childcare—full and part time, private and public (we can tell you if you're eligible). We refer to centers, family day care homes, co-ops, playgroups, and babysitters. We know what's available for infants, pre-schoolers, and school-age children.

We have time to talk with you about what to look for when choosing the best care for your child, and time to call you back to see if your arrangement worked out.

If you need information about other resources which may be helpful to you as a parent, give us a call. We offer welfare counseling. We can help you find health and legal services, classes, counseling and free events and activities for you and your child.

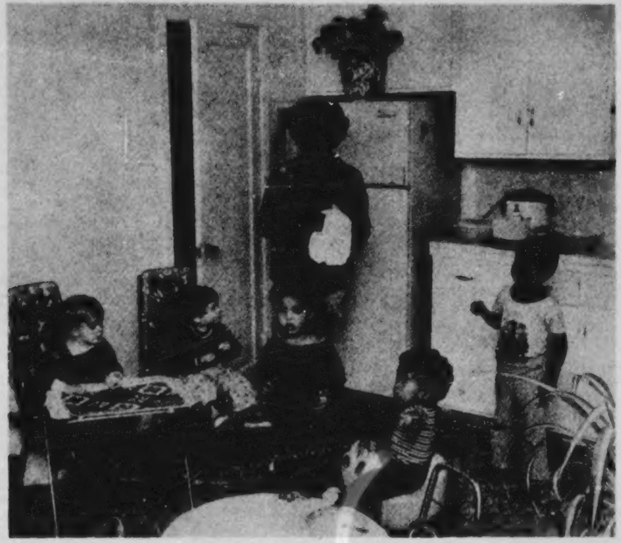
If you want to start a playgroup we can help with ideas on how to do it and referrals to other parents who share your need and interest.

CALL US! 282-7858



If you're a single parent a support system can help. Our Single Parent Resource Center offers peer support groups, special services to pregnant and new single mothers, a shared housing file, special referrals, family recreational activities and a library of resource materials. Call 821-7058 or drop by and see us.

DOING CHILDCARE



If you're caring for a small group of children in your home, we think you're providing an important and much needed service. **Family Day Care** is home-based and a good way for someone who enjoys caring for children to earn or supplement an income.

We help people get started doing family day care. This includes help in getting a license, planning your program and how to best use the space in your home.

We offer workshops for family day care providers on topics like: Toys and Activities; First Aid and Emergencies; and Discipline.

Our home visits give us a chance to get to know you and your needs and to offer you the best referrals when parents phone us looking for childcare.

If you want to start a childcare center, we can help you plan your program in an area of the city where there are unmet needs, explain city and state licensing requirements, share information on available funds, and help you develop a budget. We have books and articles in our resource files and library which can also help you.

If you're working in a childcare center or looking for work we can help you connect with other programs. We provide a regular forum for center directors (public and private) to meet and discuss their common concerns, to find out what other centers are doing, and to learn how current issues will affect their programs. We offer periodic workshops for teachers, and always look forward to meeting staff when we visit centers.

Call 826-1130.

TOY CENTER

Parents and people doing chiildcare often have trouble finding toys and materials that are low cost, safe, and educational.

Our Toy Center, located in a storefront on 24th St., can help in several ways. Come in and make a toy from one of our patterns. Our workshops can give you new ideas for children's activities. Block play, table games, music, and infant play have been featured in past workshops.

If you work in small childcare setting or family day care home you can borrow toys and equipment from our Toy Library.

Call our Toy Center 285-7223 located at 3164A 24th St.

CHILDCARE ISSUES

If you're concerned about current childcare issues we can help you stay in touch with what's going on at the local, state, and federal level. Our efforts include:

- attending meetings and hearings
- following legislation and new regulations
- meeting with other groups and agencies who share our concern for the expansion of diverse, quality childcare services.

If you want information on childcare needs in San Francisco, call us. We compile and share information based on the calls we receive daily. In all of our work we attempt to give a public voice to San Francisco's unmet childcare needs. Our resource files and library are available for your use.

For information about childcare issues call 826-1130.

SPECIAL ASSISTANCE AND INFORMATION

If you work with families as a social worker, eligibility worker, nurse, pediatrician or counselor, we can help you understand the range and availability of childcare services in San Francisco. We can visit your agency and share information geared to the special needs of your clients. We can also help by providing specific referrals for individual clients.

Call 282-7858.

NEWSLETTER

If you want to keep up with events and activities for children, parents & providers; childcare issues; and workshops sponsored by the Childcare Switchboard, subscribe to our bi-monthly newsletter, "Children's News-Advocate."
For your subscription call 282-7858.

CALL US! 282-7858

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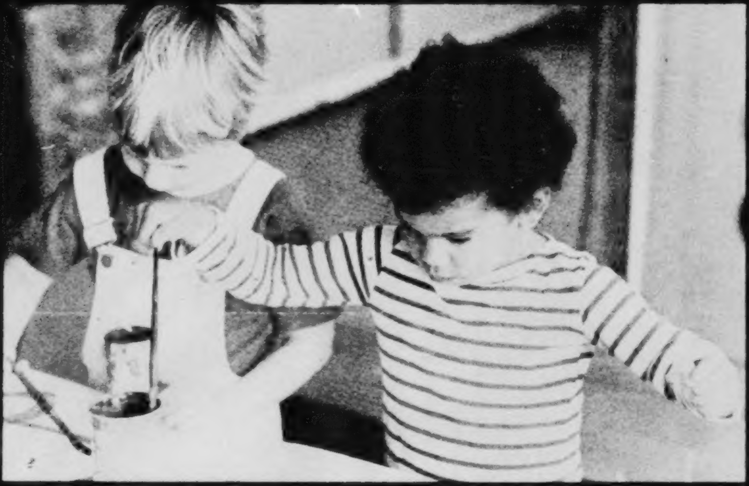

CHILDCARE SWITCHBOARD 282 7858

SINGLE PARENT RESOURCE CENTER	**821-7058**
TOY CENTER	**285-7223**
FAMILY DAY CARE PROJECT	**826-1130**
CHILDCARE ISSUES	**826-1130**
PROGRAM ASSISTANCE	**826-1130**
CHILDREN'S COUNCIL	**647-0778**

PLEASE POST

Senator CRANSTON. Thank you very much for your very helpful testimony. You have covered a lot of ground in a very short time; we appreciate it.

Ms. WIDEROFF. I am Sally Wideroff, Senator Cranston, originally from New York, where I started around 1942 with the first day-care program for school-age children of working mothers, with my own $10 for paint and peanut butter and ended up with a Federal, State and local program.

I assure you that the Pennsylvania delegation in Congress will make its presence felt and that the day-care association on the State level has set up a task force to insure that.

Politics is the science or art of political government, and the politics of child care forms the pulse of our agenda. If others began testimony with the International Year of the Child focus, here is one more advocate who says let this be the year of special caring for children and their families. May this reflect the clear and strong voice of Pennsylvania in behalf of child caring in 1979.

We welcome Child Care Act S. 4, Senator Cranston, as a concrete symbol of the intent of the International Year of the Child. We aim to vitalize the symbol as we invigorate and forge this national commitment for America's children. With its passage, we envisage the birth of an American policy which recognizes the universality of children and their families, and the support systems which must be an integral part of our social responsibility for all children.

In the course of this potentially 9-month expedition, may we attach ourselves with full consideration to the big business at hand which is that segment of caring—notably, the provision for a vehicle for an adequately expanded and quality-designed network of agency and team-coordinated programs. This must be characterized by diversity of sponsorship, fiscally protected on an ongoing basis and with the goal of enriching the lives of all those who require support in their child-rearing tasks as they endeavor to participate in the American economy.

We are referring especially to the child-care services for working women across the country, which are needed from the sunshine of Florida to the frosts of the Northwest, in Ohio, Illinois, Massachusetts, Texas, California as well as among the millions of families from the Carolinas to Iowa, Alabama, Minnesota, Tennessee, and Vermont, wherever supportive programs are needed for children. Working women now represent 41 percent of the labor force. Research figures show that by 1980, working mothers of preschool children alone are expected to increase by over 1.5 million.[1]

There already are incredible gaps in programs, especially for under-3-year-olds and the school-age children of employed parents, in terms of a variety of services for protection, mental/physical well-being, stimulation, and social contact.

In Pennsylvania, we have 840 day-care centers, public and private, serving 42,000 children. In title XX programs, there is a waiting list of at least 4,500 children. Can we really speak of strengthening the American family and not set concrete policy and provide for such very real needs?

To those who still have doubts about the here-and-now picture of working women and their adequacy as parents, I quote Dr. Lois

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[1] U.S. Senate Committee on Finance, "Child Care: Data and Materials," 1971.

Hammond, professor of pediatrics at Medical College of Pennsylvania, and mother of eight:

> The number of hours you spend with your child is not as significant as the quality of time that you spend. I think we are mistaken to place all the responsibility on the mother. Fatherhood is equally important.

I have been identified with day care for more than 30 years, professionally and as a parent who worked part time and needed the service I could not get. We need legislation to secure the part-time working parent, mother or father. I know what the lack of support means in the daily struggle to survive and how it feels to care about the protection and the development of children.

In 12 continuous years of service to children of Philadelphia day-care programs, and elsewhere for many years before, I do not recall more than a very small number of centers which did not have enormous waiting lists, and some where children might grow beards before there was an available slot, if any at all—I mean slots, not beards.

What kind of care did they get and what anxiety was suffered by the families? Makeshift will not do forever without severe penalties for children, families, and the American image. Stress, deterioration of relationships, and abuse, which are symptoms of helpless coping with layers of problems added to lacks in the area of education for parenting as well as insufficient variety of safe developmental caring environments for children, do not weave a strong fabric for a healthy society. This can become a heavy national burden with scars instead of stripes forever.

In numerous countries in the world, there is evidence of recognition of the role of working women in the economy, and consequently their national policies insure the provision for permanent support systems which make these roles possible.

Our neighbor, Mexico, despite assorted national problems, does not offer periodic day-care crises with endless struggles to defend a patchwork of legislative thrusts, but indeed provides free day care for those who work in markets, for telegraph, telephone, and hospital workers, et cetera, right at the worksite.

In Israel, where survival is a continuous, critical, and daily issue, there is a network of child-care centers, often in community centers, with university-related training, education for parenthood, sensitivity for multicultural diversity, as well as motivation for raising standards.

In Poland, where 2 million children had been slaughtered by the Nazis, after World War II, the Government began with a 200-year-old blueprint for early education and instituted a policy of governmental responsibility for large-scale programs to supplement the nurturing of children while parents worked to upgrade their own standards and become part of the redevelopment of their country. The children are loved, and enjoy the fine facilities and gardens that are provided. There are many world models.[2]

We have made progress creating centers for child care during the Depression, providing work for white-collar workers; again, in World War II, with Lanham Act funds. Women were in industry, and the latchkey children and younger children needed care, commultiethnic resources, with parent, community, labor, university and day care experienced, as a central basis for a training model for regional and local replication so that a cross-section of day-care staff, parents, volunteers, administrators, and monitors, each relating to particular center or family day-care programs have training opportunities, short- and long-range, in a continuous educational pattern similar to those, for example, in medical fields. Early identification of children's problems must be a part of any training programs.

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[2] Refer to OMEP (U.S. National Committee, World Organization for Early Childhood Education) for observations and reports.

It is conceivable that authorization and staff training funds might imply the need for a ratio match change from 75–25 to 90–10 to make funds available for excellence in training and enable broad participation. It must be pointed out that the quantity and quality of training continuity is a cardinal program component in the caring environment for day-care children. The title of Prof. Annie Butler's pamphlet "The Child's Right to Quality Day Care" tells it as it is and ought to be seriously reviewed by all of us who claim to care.

Foremost is the urgency for a policy of permanency, with a continuous flow of appropriations responsive to the flexibility of amendments for necessary adjustments, in tune with the great need for quality of service, fiscal responsibility and tied in with existing rules and regulations and standards.

America is the extended family and therefore we in the community salute the noble effort to design a continuous, comprehensive, coordinated program for child care. Let our zeal, insight, and budget reflect our humanity as we rise and ring with the spirit of implementation of the goals of the International Year of the Child. Ella Jenkins' tribute in her new, very special song "This Is Your Year, Children" says, "We're gonna walk right by your side, and let our conscience be your guide. We're gonna walk right by your side, and let our conscience be your guide."

Senator Cranston. Excuse me, can I ask how much more you have, because we have got to stick to our schedule?

Ms. Wideroff. I am ending. The hopes and dreams of the last White House Conference to the current plan for the 1981 Conference on the Family depend on the rhyme and rhythm of the song. Here's to programs for people in a world at peace. Thank you.

[The following information was subsequently supplied for the record:]

List of Sponsors From the Pennsylvania Delegation

Citizens Committee on Public Education in Philadelphia.
Delaware Valley Association for the Education of Young Children.
Consortium for Children and Youth, Commonwealth of Pennsylvania.
Philadelphia Association of School Administrators.
Board of Directors, School of Social Administration Alumni, Temple University.
Center for Early Childhood Services, Inc.
The Florence Crittenton Service of Philadephia.
Hahnemann Center for the Urban Child.

Senator Cranston. Thank you.

Ms. Murrell. I am Pat Murrell from Louisville, Ky., and I would like to speak from 7 years' experience as director of community coordinated child care. We were one of the pilot "4C's", and we are still around. I am also president of a State citizens organization ing home to empty homes. During the antipoverty cycle, we tried again with Head Start. Each period tapered off and some programs survived.

Through the recent mechanism of title IV(A) and title XX, we have indicated that we do care about service to children and families and that children in our times do matter. The question now is, Under what circumstances will our caring mature and enjoy stability? Will it be because of a holocaust, more war, and more strange or temporary interludes? Or will we expand in quantity and quality, reducing the waiting lists and those who have not yet registered need planned for the purpose of human development and family and community needs and providing adequate care on a permanent basis through coast-to-coast and border-to-border planning for coordinated nonfragmented agencies with built-in funding for new and decently restored facilities, in-service training, appropriate standards and monitoring, meaningful parental involvement, with interdisciplinary teams involved, university oriented and day-care experienced, including the functional use of evaluations and studies, criteria for enrollment which enables a mixture of children with a mixture of ethnic and economic backgrounds, for children with different learning needs, conducive for all children, like special ramps and other structures for handicapped children, all having in common the need to grow, to play and develop in a positive caring environment, around the clock? S. 4 has the potential. We thank you, Senator Cranston, and your colleagues, for your outstanding leadership and look forward to nourishing and accelerating the legislative process, for S. 4. This is the year of hope so we must develop a national climate of caring to implement our goals.

In this bill, the National and State advisory panels and, I submit, the concept of local panels also, as well as needs assessments, are extremely constructive recommendations, along with a focus on working women. It would be functional to have an indication of an enabling agency on the Federal level to liaison and insure regional, State, and local coordination.

A vital concept in connection with eligibility is urgently requested to clarify and support economic opportunity, instead of placing limitations on eligibility based on family income. We cannot continue to encourage displacement of day-care children because parents have attained a fuller economic status, thereby punishing the entire family. This is the occasion to arrange for free and reasonable and appropriate sliding fee scales so as not to deprive eligibility for service. Let us not cut off the families who are now economically productive, a status to be fostered.

It is also indispensable that we build in plans for continuous contact and relationship with the elementary schools as the children become ready to attend them. This articulation has been done to some degree with the Philadelphia school districts. It requires serious attention for the continuity of growth and education and should be explored and further developed everywhere.

It is critical that State delivery across the country reflect a mechanism for coordinated integrated services—immigrant children, migratory families, and so forth. We should have the vision to establish a national institute which institutes interdisciplinary, called Kentucky Citizens for Child Development, which we have Caspar Weinberger to thank for.

I have two things I want to convey today, and one is a sense of desperation and urgency. We have gone from a $9,000 grant the first year to grants now of about $1,300,000. Nonetheless, that is all here today and gone tomorrow; we really are getting desperate.

Also on my conscience is a newspaper article about a year ago about wife abuse, and it ends with a quote from this battered wife to the effect that the preschool son was acting just like his father and there is the next wifebeater.

The other thing I want to say to you is that this bill will work. We offer ourselves in evidence that it can work, because we are doing it on a local level. First of all, we have title XX funded centers; we have eight of them, and they are federally funded and they truly are locally controlled, even at the neighborhood level. So, you know, send the critics to Louisville; we can show that you can maintain local control.

However, we do have to emphasize the need for a coordinating agency, and we are very pleased that that is in there, because particularly in poverty areas, there has to be a stable organization to back up the day-care centers. We have a project that also is a voucher system, so that we are providing day care for parents on a voucher basis, including church day care, profitmaking day care, and so forth.

We certainly exemplify the maximum feasible participation. We have HUD-CD funds; we have CETA; we have Department of Labor; we have Department of Agriculture; we have HEW; private; fees—you know, the whole mix. That should stay in there.

We would like to add our evidence to some others that we have heard to the effect that "supplement" rather than "supplant" needs to stay in there, because the 2 years that Kentucky got the extra—for us, it was $3 million—well, that was just about what was in our title XX plan for day care, so it was simply substituted and we ended up losing almost 100 slots because of the loss of local donors and increasing costs, and so forth. So, we say amen to that one.

I would mention that we also had a needs assessment. We are not meeting the need. Our plan showed 2,000 slots needed of subsidized day care; we now have 400. We have informational referral services for our parents. We have training programs, and we try to write training into each of our separate grants.

Our 4C board consists of one-third parents, rather than one-fourth. Again, we can say that it works. We support that part of the bill. In terms of the State control, I think that is a good way to go. I think it will cause problems for some of us, depending on which State we live in. But Kentucky, right now, has an interagency child development task force which is charged with writing a comprehensive children services plan, so we should be ready.

I do not want to repeat everything. We have reams of materials on however you want to argue the issue of child care. This report shows that the Government got a 45 percent return on its investment in one day-care center. This report from the Comptroller General says that 75 percent of mental retardation is environmental, and that means it is preventable.

On juvenile delinquency, we know who the high-risk children are, and we ignore it. We have done our health screening in day care, and we can show the benefits from that and the costs that can be saved.

So our plea is, let us get on with it. How do we get this bill passed? We offer whatever we can to get it passed. We think we must not be held up with nitpicking among the advocates; one wants one thing, and one wants something else. No legislation lasts forever, so let us get the bill passed and let us not let these minor things get in our way.

If I could comment on one of your questions about how soon this bill could be implemented, that would largely depend on how quickly HEW turns out the regulations, because the supplementary income for handicapped children—the regulations from HEW came out on, like, September 19 for the fiscal year that ended that September 30.

We have a whole lot of catch-22 stories that we could share with you forever. We need $21,000 to meet minimum wage, which is legally mandated, and the State says they will give us $9,000, and on and on.

So we simply want to say we think it is a good bill. We think it will work, and we in Kentucky will do all we can.

[The prepared statement of Ms. Murrell follows:]

TESTIMONY ON SENATE BILL 4 FOR SUBCOMMITTEE ON CHILD & HUMAN DEVELOPMENT BY PATRICIA A. MURRELL, EXECUTIVE DIRECTOR OF COMMUNITY COORDINATED CHILD CARE OF LOUISVILLE AND JEFFERSON COUNTY, INC., (4-C), FEBRUARY 8, 1979

INTRODUCTION

I am so pleased to have the opportunity to speak this morning. I am Pat Murrell from Louisville, Kentucky. I have been Executive Director of 4-C, Community Coordinated Child Care of Louisville and Jefferson County, for the last 7 years and I speak from that experience. I hope to convey a sense of urgency and desperation.

First, I wish to offer the Louisville 4-C as an experimental version of all that is in this bill. We have done it and it works! We need a child care bill just as soon as we can possibly get it. It can be done and we are doing it but we are barely holding on by our fingernails. More importantly, it is urgent for the children. Not too long ago there was a column in our newspaper about a battered spouse. In this interview the battered spouse described her horrendous beatings that she had received from her husband. At the end of the article she made the statement that she was very worried about her children, especially her 3 year old son. He is already beginning to act like his father. We know the kinds of services that are needed to help that child, but we did not have any to offer. This is the kind of thing that happens every day and is on my conscience - to know what to do and to know that it needs to be done and yet to be unable to do it. And, of course, we know the price we will pay for this neglect.

LOUISVILLE 4-C

We are carrying out at a local level almost everthing in this bill. We are here to offer ourselves as evidence, both of the possiblity and practicality of the bill as well as the need for it.

Federal Funds With Local Control

We can prove that you can have federally funded day care controlled locally. We now subcontract with 8 poverty-area day [illegible] centers with Title XX funds. These centers are totally different. They are controlled, not just locally, but at the neighborhood level. We invite the critics to Louisville to see our centers.

Voucher and Contract

In addition to contracting with centers with Title XX money, we also operate a voucher purchase of care wherein the eligible parent chooses a day care center and we pay the difference between what the parent can pay and what the center charges. This is done with HUD County Community Development funds.

Maximum Feasible Coordination

Since there are no government funds for child care, as such, we have had to do battle for what we have gotten. However, the future looks bleak. From past experience, we feel that the battle for decreasing social service funds will end with children being the losers. We coordinate to the maximum extent feasible every kind of dollar we can get for child care. We have money from HUD - Community Development, CETA - Department of Labor, Department of Agriculture, Title XX from HEW, EPSDT screening - HEW, private contributions, United Way, foundations, and fees. In order to do this, however, there have to be the funds for a coordinating agency. It is extremely difficult to insure the continuing existence of 4-C with money from the various project grants.

It has also become evident, however, that most of what we do for day care would not be possible for an individual program to manage or develop. We can say "amen" to the emphasis on coordination because we have seen it work.

Supplement not Supplant

Again, we must say "amen" to that provision in the bill. Although in many ways Kentucky is a progressive State in children's services, the two extra Title XX allocations to the State for day care did not get to day care in Kentucky. There were too many conflicting demands. The special allocations for day care under Title XX for Kentucky were $3 million per year. This was exactly what was already in the Title XX plan for day care. The new money was substituted for the old. The local donor money was also supplanted with the Federal dollars so now we have lost the local money and actually gained no new dollars. The up-shot has been that we lost about 100 slots in this two-year period with the "extra" money.

Parents, Planning and Evaluating

We did first make an assessment for child care needs. We identified the need for about 2,000 subsidized day care slots from Jefferson County. Of that need we now have 400 Title XX slots, cut back from a high of 500. We have developed an interdisciplinary evaluation procedure that includes center staff, parents, board members, and 4-C staff in the evaluation process. This is done annually, and it is something we take very seriously as an important tool for improving child care. We offer information and referral services. We provide training for child-carers with most of our grants. Our 4-C Board, by by-laws, requires 1/3 of the Board of Directors to be parents. Parent involvement is also [illegible] component of the Title XX contract day care centers which we administer and the social worker on our staff is the parent program coordinator.

SIGNIFICANCE OF EARLY CHILDHOOD INTERVENTION

The national and state administration and regulation - writing for this bill must be done with an interdisciplinary approach. Child development cannot be left only to social workers or only to teachers. While child-caring is very under-valued, it nontheless does require a very broad range of knowledge and skill. Child development should be recognized as a field of knowledge.

You have reams of material to backup Section 2 of the bill. If you need any more, we can provide it. Child care prevention - this report from the Comptroller General states that the 75% mental retardation is environmental. That means it is preventable. Juvenile delinquency figures - we know who the high-risk population is and we ignore it. If we need arguments based on economics, this cost-benefit study on one day care center shows that the government got a 45% return on its investment. The importance of early screening as prevention and as money-saver, if you will, has been demonstrated by our day care health program. We can provide anecdotes and personal examples of the difference subsidized day care makes in the lives of children.

We desperately need a child care bill. How can we help "sell" it? What can we do to help you get across the idea that the fate of children is a public policy issue? We know that funding decisions are a question of priorities, not money. How do we get the priorities right?

PAM/jm
2/2/79

WRITTEN COMMENTS ON THE BILL BY SECTION

The following data attached is regarding the need for this bill:

Sec. 2 Excerpt from Comptroller's Report

Excerpt from Spindletop Report

Article on Juvenile Delinquency

Data on 4-C Centers

The 4-C survey on child care needs will also be submitted.

Sec. 3 This is part of our philosophy that to help families carry out their parenting role services should be available for families voluntarily to choose.

Sec. 4 In regards to the fact that everything in this bill has to go through the State and be part of the State Plan, I would simply say that for us, 4-C of Louisville and Jefferson County, it would be adventageous if we could also apply at the local government level with the prime sponsor not necessarily being the State. However, through the work of organizations such as 4-C and Kentucky Citizens for Child Development, and others, we do have a grant for the preparation of a comprehensive State Plan and I am a member of the Interagency Task Force that is overseeing this development, so I think we will be ready - whatever. I strongly urge that any division among the child care community such as fighting over whether the prime sponsor can be the State or somebody else, must be superseded and passed over so that we can get a bill passed.

Although this is all at the State level, we are carrying out at a local level almost everything in this bill. We are here to offer ourselves as evidence, both of the possibility and practicality of the bill. What we are doing in minature can be done at the State level.

Sec. 4(a)(4) We are utilizing several kinds of day care providers in our program. One of our programs is Title XX contracting with day care centers for virtually the whole center; we also have a voucher system under another grant where the parent chooses the day care, and these may include private profit as well as church and other non-profit centers.

Sec. 4(a)(5) We do have a fee scale based on the income

Sec. 4(a)(8) We have a Title XX training grant and we have included funds for training whenever possible in any grant and we have a CETA training project to provide for training of child care personnel.

Sec. 4(a)(11) These funds must be used to supplement and not supplant existing funds. Again, we must say "amen" to that provision in the bill. Although in many ways Kentucky is a progressive State in children's services, the two extra Title XX allocations to the State for day care did not get to day care in Kentucky. There were too many conflicting demands. The special allocations for day care under Title XX for Kentucky were $3 million per year. This was exactly what was already in the Title XX Plan for day care. The new money was substituted for the old. The local donor money was also supplanted with the Federal dollars so now we have lost the local money and actually gained no new dollars. The up-shot has been that we lost about 100 slots in this two-year period with the "extra" money.

Sec. 4(b)(1) Our 4-C Board, by by-laws, requires 1/3 of the Board of Directors be parents. Parent involvement is also a component of the Title XX contract day care centers which we administer. We support parent involvement.

Sec. 5 Just a comment on national standards and some of the discussions about FIDCR - these do produce some catch 22 situations. I could sit here and talk about catch 22 and day care for the next 3 days, but we have been using CETA public service employees in order to meet FIDCR staffing standards; we have been using United Way money to meet the minimum wage law for our Title XX contract. We need $21,000 to bring 70% of our staff up to minimum wage and new FIDCR costs as mandated by Federal law. The State has told us they would give us $9,000 and the rest is my headache. Yes, we must have standards, but they need to be reasonable in terms of the dollars allocated and they need to be tested out by people like us in the field before they are given the weight of law.

Sec. 6 We support this as at least one way in which non-state agencies can utilize some of the money that I hope is passed to serve children without having to wait for years for the State bureaucracy to move. One suggestion is however possible to make demonstration grants available for more than a one year basis.

Sec. 7 Yes, we need to improve licensing just so that means improving the quality of child care and not just increasing the State bureaucracy and the authoritarianism of fire marshalls and health inspectors. Again, the writing of licensing standards should include people who know the ins and outs of operating programs.

Sec. 8 We provide training through as many different grants as we can get; however, under the Title XX training grant, private, non-profit agencies are distinctly discriminated against - universities and state agencies, for example, are allowed the indirect cost of the training grant - we are not. Title XX training pays the salary and some training supplies. The desk and the rental and the space to put people is our problem and has to come out of something else. I can see no real reason for making that distinction.

Sec. 1 (b) This Section is an absolute must. We are now borrowing money from United Way in order to subsidize state government because all our payments are reimbursement. And, federal regulations do not allow us to use federal money to pay interest.

Sec. 1[illegible] We support review and evaluation and ourselves use it as a means for improving the quality of child care. Again, we want to be evaluated ourselves by people and standards that are based on knowledge and expertise.

Sec. 14 It is good that this is planned on a five-year plan. However, the real decision is - will there be any money?

Senator **Cranston**. Thank you very, very much.

Ms. **Whitbread**. Senator Cranston, I am Jane Whitbread, a freelance journalist specializing in child development, parent-child relations, and social issues affecting the family. I have written for the major magazines; been a writer-editor on Time Magazine, responsible for parent-child material; have written a number of books in this field, and am responsible for the current Family Circle report "Who Is Taking Care of the Children," on which I will base my testimony.

A year ago, Family Circle asked working mothers to fill out a child-care questionnaire and promised to convey the results to their leaders and legislators in Washington, in the hope that a firsthand report of their needs and wishes might help establish the child-care system we have needed for decades now.

I am therefore especially grateful—and I speak for Family Circle's editor, Arthur Heddick, too—for this timely opportunity to give you a report on the child-care survey in the current February 20, 1979, issue of the magazine, which I am told you have.

Family Circle is the largest of the women's magazines; 8 million women buy each of its 18 issues a year, and 18 million read them. By the time Mark Clements, the magazine's research analyst, began compiling the results from this questionnaire last summer, 10,000 had answered it, making this the largest survey of working mothers, child-care practices and wishes since a Labor Department report based on 1964 data. Replies are still coming in.

I think you will agree that the problems of this group of women, and their ideas on solving them, are worth examining. I hope you will read the full report in Family Circle. Generally, it substantiates what your committee has found.

In the interest of brevity, I will stick to the points that expand your findings. As everyone who works with children and families knows, the ever-increasing and growing shortage of child-care services places an unbearable burden on parents and children and poses a real threat to our future as a civilized Nation.

However, in spite of the fact that the child-care crisis is not new, legislative efforts to resolve it have been repeatedly frustrated by two apparently deathless myths. First, the myth that working mothers really have no child-care problems, because fathers, grannies, and neighbors supply all the child care they need. Second, father, granny and neighbor care is the only child care working mothers want—homestyle, family care, just like it always was—rather than professionally planned and supervised child care.

For example, a 1976 Commerce Department report said that three working mothers out of four have a husband or relative at home with the kids when they are gone. Another widely circulated report from the Work in America Institute, based on data extracted from the Government Commission Child-Care Consumer Study of 1975, said that most working mothers leave kids with someone at home, 44 percent with relatives, or in a home nearby. They neglected to report that most of the mothers interviewed in that study were home based and not employed and used substitute care for their children a maximum of a few hours a week, rather than all day, every day, as working mothers do. These reports have little, if any, relevance to the child-care needs and practices of working mothers today, as the Family Circle survey demonstrates.

The 10,000 mothers who answered the questionnaire are a representative cross-section of employed mothers; most are young, just under 31, with babies and preschoolers too small to take care of themselves. They live all over the country, in cities and towns as well as rural areas. They work full time, 35 hours a week or more, and earn just about the national median for women, $8,300. One in five is separated, divorced, widowed, or single and supporting herself and her kids. The rest are helping boost the family income to the $10,000 to $25,000 range.

What these mothers earn means the difference between welfare and independence, or family stress and comfortable security. They are definitely not working for fun and games. Their reports dispel finally and completely the myths that the ever-ready father, relative and neighbor are solving our child-care problems and providing the child care we want.

Fathers, even when they are available, are not doing the babysitting. They are at work, just as they always have been, keeping the wolf from the door and the bacon on the table. A mere 6 percent of our mothers, or one in 17, with children under 6 has a husband who can lend a hand.

What about the legendary old faithful, granny? Exactly 1 mother in 10 has any kind of relative—male, female, aunt, sibling, let alone a grandparent—to help out with child care. In fact, only one mother in five has any kind of relative, including husbands, to care for the children in her place. Relatives to care for older children are even scarcer; one mother in a thousand can depend on her husband for care for 6- to 13-year olds after school, and only 4.2 percent have any relatives available for after-school duty.

In fact, we find there are about eight times as many children this age, home alone after school as there are with fathers or other relatives for company. Grandmothers and aunts are often hundreds and thousands of miles away, but even when they live within shouting distance, they are no more likely to be available for babysitting than are fathers. Mothers, grandmothers, and aunts are all in the job market together, and so 92.7 percent of the Family Circle survey mothers must rely on day-care centers, preschools, sitters, day-care mothers, and family homes for care for their children under six. Two out of five have their children in day-care homes. Often, they select this care because they think it will provide the kind of loving, personal attention they would give their children themselves if they could. Frequently, they are disappointed.

Three out of five survey mothers have changed their child-care arrangements in the last 2 years. Some changes are inevitable. Families move, children outgrow the care they have, and mothers change jobs. But more than half changed because care was too poor to tolerate, or so unreliable that mothers could not even count on it to be there from day to day.

There were generous criticisms of day-care centers, along with praise: too much crowding, too few care-givers, too many staff changes, too much chaos. But problems with family care seem even less tolerable. Specifically, day-care mothers are not reliable enough, dragging children on all-day shopping tours instead of taking care of them, leaving them in dangerous situations; substituting TV and junk food, et cetera; changing hours and fees at will; taking off without notice; or closing shop altogether when they have banked the money they wanted for a new car or a new dishwasher, or whatever they were going into business for.

We asked mothers what kind of care they would prefer if they had free choice, and their answers to this question are compelling evidence that the informal, haphazard arrangements with day-care mothers they often must make today do not begin to meet their needs. Only 17.5 percent, less than half the group now using such care, would choose day-care mothers or family homes if they could pick the care they want for kids under six. By contrast, 44 percent would select day-care centers or preschools with well-trained staff and a stimulating program of activities and rest.

They know what their children need and they care about getting it for them. They know their livelihood and security depend on child care they can rely on regularly, at established, unchanging fees. Until a nationwide system of child-care services provided by your Child Care Act is established, centers and schools will continue to meet these needs more consistently, they feel, than other kinds of care available.

Do not misunderstand. Day-care homes can be just as good or even better than center care, particularly for young children. But with licensing and inspection spotty or nonexistent under the present nonsystem of care we have, bad family care can more easily go unnoticed.

I think I will leave out, since I have gone over my time, what the survey mothers want. More or less, they want what you have offered to them. But I would like to talk for a minute about the costs. They want care available to all, and they do not want it for nothing. They want it on a sliding scale of fees based on income; they prefer to pay their way to get a piece of the action, to have a say in their children's daytime care.

I have barely skimmed the surface. Please, read the report. There is a great deal more in the charts and the letters than we have had room for. At some point in these proceedings, however, the statistics must become meaningless to you. In a closing minute, let me try to make them human.

From a Midwest Head Start worker:

> Please believe me, I am not a bad mother. I love my children and I try my best, but I have no options. My daughter has been home alone since she was 7; she is 10½ and must watch her 7-year-old sister and 4-year-old brother after school and stay alone with them at night when I must attend meetings. If I paid a sitter, it would not make sense for me to work.

From a 20 year old mother in Indiana, writing about her 18-month-old daughter:

> The baby had three shifts of care-givers everyday; when I picked her up, she was in a different world. It took an hour until she began to be herself.

From a Missouri mother: One morning, after waiting 20 minutes in the sub-zero cold with her chilled and crying toddler for a bus to take them on the second leg of her hour-and-a-half-long journey to child care and then to work, she decided to apply for welfare. "It is a scarry prospect," she wrote, "but I cannot risk my most prized possession any longer."

A young couple who made it up from welfare and moved into a home of their own with the down payment the mother's earnings had made possible then watched their child, age two, deteriorate in a bad child care situation. "I quit my job; we gave up the house and moved to a project and back onto foodstamps, to give him the care he needed. He is better now."

What kind of choices are these for young Americans in 1979? Hundreds wrote about their fears for their children, home alone. The words of one tell why we must have adequate child-care services now better than anything I can say: "What will happen," she wrote, "when these children, alone with TV for companionship and each other for guides, grow up to guide our country?" Thank you.

Ms. WHITBREAD. May I introduce Mark Clements?

Senator CRANSTON. Thank you very much. Thank you for those interesting quotes from those people.

Mr. CLEMENTS. I am Mark Clements. I head the research firm that conducted the day-care study for Family Circle. Senator Cranston, in looking at your purposes and principles in your bill, I want to commend you and the committee for great perception of research material, because what we found in this report—here is the entire computer report [indicating]—shows that the whole committee has done their homework.

Senator CRANSTON. Thank you.

Mr. CLEMENTS. I do not want to take any time. I am not here trying to advocate, even though I personally believe in this material from an objective research firm. I just want to say that the survey findings that Jane Whitbread spelled out just a few minutes ago are available in summary to all of you.

If you or the committee need any additional findings, please contact me in New York. We have all of the material on computer and we would be happy to work with you, developing any other information.

Senator CRANSTON. Thank you very much; we will take you up on that offer. And thank each of you; we will be submitting questions.

[The following information was subsequently received for the record:]

DENMAN HAMPSON

WHO'S TAKING CARE OF THE CHILDREN?

Last year Family Circle surveyed working mothers to find out who takes care of their children while they work. Their answers, surprising and sometimes disturbing, raise serious questions about our present system of child care. By JANE WHITBREAD

A Crisis in Child Care

Is anyone minding the children of working mothers? Yes and no, according to the results of Family Circle's survey on day care taken last year. The findings, based on responses from working mothers themselves, are disturbing and sometimes shocking. What they reveal not only shatters some popular notions we've held about the family, but indicate that we may have reached a crisis in child care. It is a crisis that affects the middle class for the first time, and its consequences have profound implications for the future of our children and the future of the American family as we know it. Consider some of the findings and the urgent questions they raise:

- *Nearly 30% of working mothers' children age 6 to 13 are either home* alone *after school or with brothers and sisters—that's almost a third of the mothers responding who have pre-teens left to fend for themselves while mothers work.* What is happening to these children?
- *Only one mother in five has a husband or relative who helps with child care when she is at work. Yet only one mother in ten would leave her child in the care of a relative if she had a choice. Apparently, working mothers don't want grandmothers, aunts or other family members caring for their children while they work.* What is happening to the family?
- *Fully 98% of working mothers with children under six use day-care mothers, sitters, family homes and day-care centers for child care.* Who are these new people now caring for the infants?
- *Three out of five working mothers have changed child-care services in the last two years.* What is wrong with our present system of child care?
- *Fewer than one in ten working mothers favors Federally funded, free day-care services.* What do working mothers want? What do they need?

Seventeen million mothers with children under 13 years of age are at work today. *Who's taking care of the children?*

When Family Circle asked readers (half of whom are employed) that question last year, 10,000 working women replied—filling out the detailed child-care questionnaire and writing hundreds of long, thoughtful letters about their child-care problems and the solutions they've found or still hope for.

Their answers (processed and analyzed by Mark Clements Research, Inc., in New York City, from a representative sample of 3,000 responses), provided the first comprehensive survey of working mothers' child-care practices and needs since mothers started flooding the job market in the '60s to become the fastest-growing segment of the working population.

The picture that emerges shatters popular notions about who's taking care of the children, and clearly documents the need for a better system of child-care services.

The women who answered the questionnaire are a good cross section of the country's working mothers: young (median age 30.8), with infants and children still too young to be left alone. They come from every state. They work full-time, every workday, averaging 35 hours a week and earning $8,300—a bit more than the average woman who works.

What they bring home boosts family incomes to the $10,000 to $25,000 or solidly middle-class range, and makes the difference between "survival and security," as one writer put it. If they are single, divorced, separated or widowed—as one in five of them is—their earnings provide the essentials of life for themselves and their children.

The critical importance of their earnings to family security lends a special urgency to their child-care reports. They answered out of concern for their children, their own needs and for the nation's future.

What did they say? One woman, an accountant, back to work after divorcing, and anxious about having to leave her

JANE WHITBREAD is a prize-winning author, with Stella Chess, M.D., of books about children, most recently, "Daughters: From Infancy to Independence," a complete guide to bringing up girls. Researchers Mark Clements, Laurie Beck, Mary Mohler and Ann Tilson screened and analyzed the data for this survey.

WHAT TO LOOK FOR WHEN CHOOSING A DAY CARE CENTER

The Early Childhood Education Administration Institute of Trinity College in Washington, D.C., a nonprofit organization that specializes in training day-care personnel and also assists parents who are looking for day-care facilities, has compiled the checklist below for parents to use in judging day-care centers. Try to evaluate at least two day-care centers for comparison before making a selection, advises Cynthia Jones, director of the Institute. Here are her other suggestions for making an accurate evaluation:

OBSERVE THE CHILDREN 1. Do the children in the day-care center seem relaxed and sure of themselves, or do they appear to be tense and anxious? 2. Do they seem to like each other? 3. Are they interested most of the time in some activity? 4. Do they seem comfortable talking, and asking questions easily, or are they often silent? 5. Are they using all of their senses to discover and explore their play materials and surroundings?

OBSERVE THE TEACHER 1. Does the teacher in the day-care program welcome each child and seem to be aware of what each is doing? 2. Does she speak naturally and directly to a child, stooping to his or her eye level? 3. Does she step in to stop fights or change activities before behavior becomes disruptive? 4. Does she become upset and judgmental when accidents occur? 5. Does she show respect and genuine interest in a child's work, or does every project get a meaningless "That's nice," or, worse, a damaging critical evaluation such as, "Trees don't have green trunks!"?

OBSERVE THE PROGRAM 1. Does the day-care program follow a rigid time schedule, or a natural sequence? 2. Are there activities for individuals and small groups as well as for the whole class? 3. Do some activities offer quiet experiences and opportunities to explore and manipulate objects? 4. Are all children expected to take part in all activities every day, or is there opportunity for individual choice? 5. Are the children's interests and comments taken into consideration in the planning of activities, or are all the activities planned by teachers? To get all the information you need, don't hesitate to ask the teacher questions such as: What specific activities are being offered? How does she plan to carry them out? And what are her professional credentials?

SIX THINGS TO DO TO KEEP CHILDREN WHO ARE HOME ALONE SAFE AND CONTENT

1. Tape on the inside of the telephone receiver cradle a list of important phone numbers: your work number, your husband's work number, the doctor, fire and police department, a neighbor, one or two relatives. Let your child know that when necessary it is all right to call you at work. 2. List productive things your child can do until you get home. These might be "brainstormed" together over the weekend and written in on a special "after school" calendar. Include fun activities such as making a dessert or assembling a jigsaw puzzle, as well as homework assignments and household chores. Remember to leave careful instructions for using the stove and to review them occasionally with your child. 3. Make use of a tape recorder for taping last-minute instructions that your child can play back when he or she returns from school. 4. Have a favorite nutritious snack ready when your child gets home. Try to vary the snack. 5. Have an emergency procedure established for your child in the event of an accident or other mishaps. 6. Set guidelines for what your child should do about phone calls or people coming to the door when you're not home, and practice these procedures.

six children–ages 5, 6, 8, 9, 10 and 14–home alone after school, wrote: "There are just too many things that can and do happen. Sometimes when an ambulance or fire engine passes the office, I tremble. There must be lots of women out there like me. I have no one to listen to my fears, and I worry a lot. If I paid a sitter, it wouldn't make sense for me to work."

There are indeed other women "out there" like this worried mother. Nearly 30% with children age 6 to 13 reported leaving their children home alone or with brothers and sisters after school. Another 15% left the question unanswered, suggesting that they had no appropriate child-care arrangemenas to report, and that their children, too, may be home by themselves.

What is happening with this new generation of middle-class youth left alone and on their own? It is still too soon to tell, but as one mother wrote, describing her neighborhood as filled with "bands of kids just at the age when they want to be 'in' with their friends, alone with temptations and dozens of empty houses–I wonder what society will be like when these children who have grown up with so little care and guidance are in charge of the country."

The basic problem is one of supply and demand: too many children needing child care, and too few qualified people to supply it at reasonable rates. Double-digit inflation and the high divorce rate are driving mothers back to work. The same pressures–plus the growing mobility of the American family–have all but taken out of circulation the relatives and neighbors mothers used to depend on to look after the kids when they had to work. Grannies and aunties, mothers write, often live hundreds of miles away, or–like the next-door neighbor–are holding down jobs themselves.

Contrary to a 1976 Department of Commerce report which said that three-fourths of working mothers' 3 to 13-year-old children were cared for by husbands or other relatives when they are working, only one mother in five in our survey reported having such help. And interestingly, only one mother in 10 would by choice leave her child in the care of a relative–a finding that strongly contradicts the popular opinion of child experts who claim that the next-best thing to child-rearing by mother is child-rearing by a child's relative.

Many mothers (40%), our survey found, take their infants and preschoolers to either day-care mothers who care for one or two other children, often along with their own preschoolers; or to family homes, where, typically, an older woman cares for as many as 20 or 30 children with some help from her own grown children or a paid assistant or two.

About the same percentage (45%) use nursery or preschools (21.4%), day-care centers (18.8%) or Head Start or public kindergarten programs (5.7%), and must arrange additional care for the several hours per day when preschools are not normally in session. One in 10 seems to rely on a baby-sitter or housekeeper coming to the home.

Care for babies and for toddlers who are not toilet-trained is so hard to find that mothers of babies say they look forward to first grade when their kids will be safely in school with trained, responsible teachers. However, mothers whose kids have reached that landmark report that "older is not easier." As one wrote, "Even if they are trustworthy and responsible, seven-year-olds should not be alone every day

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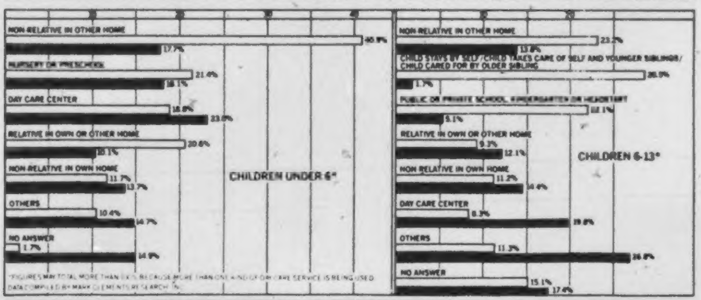
DAY CARE ARRANGEMENTS NOW BEING USED ☐ VS. DAY CARE ARRANGEMENTS PREFERRED ■



*FIGURES MAY TOTAL MORE THAN 100% BECAUSE MORE THAN ONE KIND OF DAY CARE SERVICE IS BEING USED. DATA COMPILED BY MARK CLEMENTS RESEARCH INC.

WHO'S TAKING CARE OF THE CHILDREN?

from 2:30 until 6, and during vacations. It's too lonely. They're much too immature to be by themselves that much."

By far the largest group (over a third) who have after-school care for their young school children use non-relatives–often the day-care mother or woman in the family home the child stayed with before he or she started school. And at this stage, only one mother in 10 has help from relatives.

Child care during vacations and when children are sick is harder to find than regular day care for babies. Parents simply can't "afford" sick children, and they report that fear of a child becoming ill is one of their greatest concerns. For two mothers in every three, the only solution is to stay home themselves. Only one mother in seven reports that her husband can or does share sick child care.

In what ways do these women assess their child care? A very solid majority (70%) say that adequate child care helps their job performance, suggesting that working mothers function better on the job when they know their children are being cared for. Another 62% say child care helps their children and 84% say their children are doing well in child care. Just as many (72%) say they have the child care they want.

But their answers to other questions, and the letters they write, tell a different story. Though mothers say they are fairly content, they voted for quite different types of arrangements when we asked them to select the child care they'd prefer if they had a *choice*.

Significantly, not one mother in a hundred would leave her children home alone if she had any choice, although almost a third of them reporting do so now.

It was day-care centers with *trained staff* that headed the list of preferred child-care service by our survey mothers. Many more mothers would use such care if they could, and many fewer would have their children with day-care mothers or in family homes. Only 10% would take their infants and preschoolers to day-care mothers and family homes–down from 41% now using such care. Specifically, 29% would enroll their children in day-care centers if they could, up from 19% whose children now go to such centers.

Evidently, well-staffed day-care centers are not perceived as cold, sterile institutions by working mothers (dispelling another commonly held notion), but as comfortable, pleasant places run by trained people who will properly take care of the children. More than half the mothers using family homes and day-care mothers for their preschoolers would switch to day-care centers if they could, which indicates that day-care mothers and family homes may not be doing the best job possible.

Mothers themselves report as much. Many complain that their children who are with day-care mothers or in family homes are often kept pacified with junk food and television. "It's nothing but custodial chaos," one mother says. Another tells of a day-care mother who left her infant charge strapped into a car seat for several hours while she went shopping.

Mothers with young school children age 6 to 13 would also prefer day-care centers to non-relatives for care during out-of-school times. While fewer than 1 in 10 now uses a day-care center, one in ten says she would if she could; and only 14% would have their school children with day-care mothers or in family homes when school is out–down from 23% now relying on these kinds of care.

These discrepancies between what working mothers say they want and what they are in fact forced to use indicates that good, reasonably priced day care is simply not readily available. Mothers complained in their letters about day care's high costs (averaging $29.35 per week per child), inconvenient locations, and the bureaucracy of licensing regulations that they say forces good day-care operations out of business and discourages others from starting. They also plead for changes to eliminate "Catch-22" welfare regulations which purportedly deprive them of federally funded day care as soon as they begin to earn enough to make ends meet.

Engineering any change in child-care arrangements usually involves so much stress and strain for both the parent and child that no working mother undertakes it lightly. But three out of five FAMILY CIRCLE mothers made such changes in the past two years. Many changes are naturally inevitable (45%): Children outgrow care, work schedules change, families move. But it was undependability and poor quality of care that forced half of the survey mothers to look for new arrangements.

Answers to other survey questions confirm that for more than 60% of these mothers, tender, responsive and dependable people caring for their children is more important than any other aspect of child care. And lack of these qualities gets to the heart of their child-care problems. Responded one working mother who decided to stop working and stay home after her 16-month-old had been through nine child-care services in one year: "I can't risk our most prized possession any longer."

Yet most working mothers have to and want to continue working but they need financial help for child care in order to do so. They don't want *free* child care, however. Fewer than one in ten favors Federally funded, no-fee day care for all. Most (68%) want to pick the kind of care that suits their children and pay on a sliding scale based on earnings. Helping to pay for their childrens' care, they feel, will give them a voice in the child care, thus ensuring the kind of care they *want*.

Some FAMILY CIRCLE mothers favor a child-care system based on Federal subsidies to all mothers of young children, so that those who want to stay home can afford to, while those who want to work can afford the cost of child care.

Others propose more generous tax credits for child care, and some say that child-care services set up at companies where mothers work–supported by employers, workers and Federal subsidies–could, alone, solve the child-care problem.

Clearly, there are no satisfactory answers for everyone. But it is also just as clear that more and more mothers are starting to work, will continue to work, have to work, and want to work. They apparently also intend to try to solve their child-care problems.

But as the number of mothers joining the work force increases, the question of child care may become the most pressing one facing the next generation. The child-care question will require new answers–not just from working mothers, but from employers and the Federal Government. The future of our children demands that the answers be swift in coming. ■

SEND FOR LIST OF CHILD-CARE ORGANIZATIONS

As a special service to our readers, Family Circle is offering, free, a nationwide listing of organizations and agencies to help you secure child-care information in your state. Each listing can direct you to the kind of child care you need, or refer you to the proper agency in your county or community. To order, please send a self-addressed, stamped, business-size envelope to: *Family Circle Child-Care Organizations, Box 3027, Huntington Station, N.Y. 11746.*

FAMILY CIRCLE 2/20/79

Senator CRANSTON. We now proceed to our final panel, consisting of Norton Grubb of the Lyndon B. Johnson School of Public Affairs, University of Texas, and I welcome him as a former Californian; Gwen Morgan, Wheelock College, Boston, Mass.; Yolanda Torres, Pacific Oaks College, Pasadena, Calif., and I welcome Yolanda from my State; Francis H. Palmer of the Merrill-Palmer Institute, Detroit, Mich.; and Francis Roberts, Bank Street College, New York.

STATEMENT OF NORTON GRUBB, LYNDON B. JOHNSON SCHOOL OF PUBLIC AFFAIRS, UNIVERSITY OF TEXAS, AUSTIN, TEX.; GWEN MORGAN, WHEELOCK COLLEGE, BOSTON, MASS.; YOLANDA TORRES, DIRECTOR, PACIFIC OAKS COLLEGE, PASADENA, CALIF.; FRANCIS H. PALMER, PRESIDENT, THE MERRILL-PALMER INSTITUTE, DETROIT, MICH.; AND FRANCIS ROBERTS, PRESIDENT, BANK STREET COLLEGE, NEW YORK, N.Y., A PANEL

Senator CRANSTON. We are operating rather well on our schedule. If you can be cooperative on our time constraints, we will be very grateful. Thank you very much and welcome.

Mr. GRUBB. I am Norton Grubb. I am, first and foremost, the father of a 4-year-old who has been in various kinds of child care since she was about 5 months old. I am an economist; I teach at the Lyndon B. Johnson School at the University of Texas, Austin. Before becoming a Texan, I was a Californian, as you mentioned, and a member of the Governor's Advisory Committee on Child Development Programs there.

Senator Cranston, I am pleased to be asked to testify on this bill, which I can almost wholeheartedly support. I do have a couple of recommendations for changes which I hope you will attend to, but I want to spend most of this time indicating the reasons that I view this bill as a great forward step in child care policy.

You have heard from a number of witnesses about the desperate need for child care and the fact that this bill will help that desperate need, and I do not need to add to that. But I do want to mention two aspects about the way in which child care operates now which have not been very fully addressed this morning.

The first is that child care is usually considered a cost to working mothers, not to fathers, and we know that the salaries which women are paid are abysmally low. We know that there is a tremendous amount of discrimination against women in labor markets, discrimination which has been well documented and which takes a variety of forms.

As long as that is true, the fees which women can pay for child care are going to be abysmally low, and that, by itself, provides a strong reason for subsidies to working mothers so that they can pay the fees to support the child care that they are looking for. This is the most serious aspect of the way in which child care, in the absence of any Federal subsidies, now operates.

But there are a number of other aspects of child care which are almost completely unsupported now. One is that there is abysmally poor information on child care. Having just had to find a new child care facility for my own 4-year-old, I can testify that the absence of information and referral services in most areas is a severe deficiency, and I am pleased to see that this bill supports information and referral. Technical training and advisory services are another aspect of quality child care which is almost completely absent as things now stand. So I am pleased to see that this bill corrects some of these serious deficiencies in the way child care now operates.

But, in my view, the most positive aspect of the act which you have drafted is that it basically redirects Federal policy toward children and child care in three ways that I want to outline. It departs from past practices in ways which I applaud, and I commend you for attending so carefully to the testimony over the past year and a half on which you based the principles out of which this bill comes.

First of all, in the past, the history of child care has been divided into two strands of thought, sometimes conflicting. They are often called the welfare and the developmental approach. The welfare approach stresses child care in order to facilitate the employment of women, particularly poor women, and the developmental approach stresses the cognitive development of the child.

They have led to some pretty gruesome outcomes, including the segregation of child care into child care for poor children and child care for middle-income children, turf battles, and ideological squabbles. But, most seriously of all, each approach has been rather deficient, the welfare approach ignoring at times the development of the child, and the developmental approach ignoring the fact that mothers want employment.

This bill, I am pleased to see, does not restrict its scope to any particular aspect of child care, but recognizes that there is a variety of reasons for which parents turn to child care; there are a variety of purposes which are not in conflict with one another and which can be all accommodated at the same time.

A second great change in this bill is that it recognizes child care as an activity of normal parents for normal children. In the past, Federal support for child care and child development, has been forthcoming only in times of great crisis. The first of them, during the Depression, was in the WPA nurseries, and then in the Second World War the Lanham Act centers; the third was the welfare crisis of the 1960's and the funding of title IV (A) and (B) programs. And, finally, Head Start came out of what might be considered a crisis—the crisis in the educational system serving poor children.

Now, the result of this crisis orientation has always been, effectively, to denigrate child care, to suggest that it is not the best approach to the care of children, but only the lesser of two evils. I do not think that is a very healthy approach to child care; it seems to indicate and imply that those parents who use child care are, in some sense, failures.

Now, in 1979, this is not a very appropriate assumption to use anymore. The number of women who have been using child care, going to work and putting their children in various kinds of child care facilities, has been growing constantly. These are not generally parents who consider themselves pathological in any way or abnormal in any way; they see this as a better solution, one that they have chosen themselves. It is about time, I think, to rearrange the assumptions on which we base Federal policy toward children and child care.

A third major revision is that the Child Care Act which you have written establishes what we might call a parent-oriented model of child care, in which parents have been given a much greater role to participate and to have some real say in the child care facilities that their children attend. What this does, as far as I am concerned, is facilitate a new form of relationship between parents and the professionals who care for their children.

There has been a fear that governmental provision of child care would lead to rearing children by the government, or the professionalization of parenting. I think that this bill has met that fear head-on by affirming the role of parents and giving them various kinds of positive roles to play in the child care facilities which their children attend. This is, as far as I am concerned, the only possible way in which the government can devise child care programs which truly strengthen families, and I am pleased to see it as part of the act.

I do want to mention two changes which I would recommend in the act, and there are some others in my testimony which I have given to you. The first involves an aspect of parental choice. The bill itself affirms one part of parental choice in providing that funds will be distributed to a variety of child care providers, including centers and family day care. But it neglects to mention the related principle that a variety of organizations be allowed to receive Federal support.

Earlier, Senator Cranston, you outlined this principle as follows:

> To achieve a diversity of arrangements, we must allow for a diversity of sponsorships. All types of groups—school districts, community nonprofit groups, employers, churches, proprietary centers, unions—should be eligible to participate in some fashion. No group should be arbitrarily excluded or given exclusive control.

I hope that you will include that principle in the bill as you rewrite it.

Second, I want to note that the formula as it is now written is ambiguous; it provides for including both families where both parents are employed or families where there is only one parent, and that "or" should be changed to "and." There are a number of other recommendations in my testimony to which I hope you will attend. Many thanks.

[The prepared statement of Mr. Grubb follows:]

Testimony on the
Child Care Act of 1979

Senate Subcommittee on Child and Human Development

February 6, 1979

W. Norton Grubb

I am the father of a four year old child who has been in different forms of child care--in-home care, family day care, and now center care--since she was five months old. By profession I am an economist; I teach at the Lyndon B. Johnson School of Public Affairs at The University of Texas at Austin. Before moving to Texas I was on the staff of the Childhood and Government Project of the University of California, Berkeley, where I began a large study (and still continuing) of governmental policy towards families and children, including child care. Between 1976 and 1978 I was a member of the California Governor's Advisory Committee on Child Development Programs, which was active in highlighting and reformulating different aspects of California's support for and regulation of child care.

I am pleased to be asked to testify on a bill which I can wholeheartedly support. While I do have a number of recommendations which I hope will be considered in redrafting the bill, I first want to stress the various reasons why the Child Care Act of 1979 represents a great advance in federal child care policy.

It promises to correct some serious omissions in federal support for child care. Perhaps more important, the Act also represents a departure from most previous efforts to define the federal role in child care--a departure which is in every way superior to past practices and which promises to establish child care policy on the basis of some firm and justifiable principles. Of course, it is too much to ask that this bill by itself make sense of the chaotic state of child care, or that it be able to coordinate the many existing federal programs with their different purposes. But the Child Care Act of 1979 does begin the process of establishing a rational child care policy, respecting the different goals which parents and professionals have for child care, recognizing and dealing forthrightly with some of the serious problems which now affect child care, and providing for the care of young children without intruding into the domain of the family.

First of all, this bill should help reconcile some different and sometimes conflicting approaches to child care. Historically, two strands of thought and practice have justified the care of young children outside their homes. One strand, rooted in the day nurseries of the early 1900's, has provided care for children of the poor so their mothers could work. The other, originating in the nursery schools, has stressed part-day care as an enriching experience for children, and was largely aimed at middle-class children. While the division between these two movements can be over-emphasized, their existence has in many ways lived on in forms which are disastrous for child care currently. It has led to the segregation of low-income children from those of moderate and upper income levels, to "turf battles" and ideological squabbles between social workers on one hand and those from early childhood education on the other. Even more seriously, each approach has been seriously deficient: the "welfare" approach, emphasizing day care so that low-income mothers could work their way off welfare, has often been indifferent to the welfare of the child; the "educational" or "developmental" approach has often been indifferent to the necessity and the desire of mothers to work, even in face of the obvious fact that interest in child care has blossomed because of the increase in maternal employment after World War II. During the 1960's and 1970's there has been some recognition that the two approaches need not be so distinct, but the distinctions have nonetheless been maintained in the major federal programs: in Head Start with its cognitive emphasis, and in Title XX with its focus on "former, current, or potential" welfare recipients. Child care does and ought to serve a number of purposes: while interest in child care has began because of increasing numbers of mothers working, the development of the child remains of critical importance. It should not be necessary for parents to have to choose between two different goals. In a number of ways this bill will help reconcile these two models: by encompassing both parental employment and the child's development; encouraging child care facilities to be integrated by income and race; by focusing on the children of whose parents are employed while continuing to impose standards and support training; by recognizing the greater need for subsidies to low-income families and single parents without making eligibility contingent on welfare status. These are all advances over past practices.

Second, this Act makes a welcome change by recognizing that child care is a normal activity of normal families. A characteristic of past federal support for child care is that it has been justified only by national emergencies, most of them unrelated to the welfare of either children or families. The WPA nurseries during the Depression were part of efforts to reduce unemployment, principally among teachers; the funding of Lanham Act centers during World War II was necessary only so that mothers could be part of the war effort; the funding of child care begun in the 1960's emphasized a reduction of welfare costs. Only the Head Start program showed much direct concern for children, and only because the failure of the educational system had become a national scandal. These crisis-oriented justifications have implicitly assumed that child care--and maternal employment with it--was not necessarily desirable, but that it was either unavoidable or the lesser of two evils. This basic ambivalence towards child care has for a long time stigmatized child care, and made federal support uncertain and unstable. In a period of time when more and more mothers are working, when maternal employment has become widely accepted, and when the benefits of employment to both mothers and their children are being recognized, these assumptions about child care are clearly outdated.

It is therefore appropriate that the bill before us, while it recognizes that expanded subsidies for child care will help solve certain social problems caused by the inadequate supervision of children, is not basically crisis-oriented. It recognizes child care as the relatively expected, normal, and even desirable result of changing sex roles, a development which requires federal subsidy because of some of the serious inadequacies in labor markets (especially discrimination against women) and in the "market" for child care, but which is otherwise normal rather than in some way deviant or pathological. This is another welcome change from the policies of the past.

Third, the Child Care Act of 1979 establishes a "parent-oriented" model in which parents can participate and have real control over what facility their child attends--in contrast to most earlier policies. As federal programs developed during the 1960's and 70's, a characteristic of child care in the past--and of many other governmental programs which affect families and children--began to emerge: a subtle distrust of parents. Implicit in the "welfare" approach to child care has always been some suspicion of parents, since parents--mothers--on welfare have by definition been those unable to fulfill the sacred duty of supporting their children. "Developmental" or "educational" child care has embodied a highly professionalized approach to child care, one in which individuals specially trained in child development would care for children. Each approach in its own way distanced child care from parents. The call to "professionalize" child care has reinforced this distancing, since "professionalization" in this country has always involved experts making claims of special knowledge and competance which their "clients"--in this case parents--don't have. Thus one fear has been that governmental provision of child care would lead to the professionalization of parenting--of "rearing children by the government"--a fear which appears valid given the historical development of other government institutions like the schools. But the Child Care Act of 1979 meets this danger head on, by affirming the roles of parents and by providing the basis for a new kind of professionalism in child care. The protection of parental rights, the inclusion of parental involvement in federal standards, the requirement that state plans develop procedures for parental involvement, and the specific inclusion of parents on Advisory Panels should assure parental participation and control. At the same time, the Act does provide for the training of child care workers and the establishment of appropriate standards, both of which have been demonstrated by the National Day Care Study to be valuable in promoting good child care. In providing for both the participation of parents and the qualifications of child care workers, the Act should allow for parents and child care professionals to work together, as partners rather than antagonists. This is, of course, the only approach which is appropriate to the welfare of children, and the only way to "strengthen the family" in the provision of child care. These provisions of the Act again set it apart from those policies (or non-policies) of the past.

Another aspect of the proposed Act which strengthens parental choice is the requirement that a variety of child care facilities be funded. In the past, federal funds have largely supported centers, and this aspect of policy has been widely criticized for failing to correspond to the parental preferences. The provision of funds to other kinds of facilities--particularly family day care homes and in-home care--should remedy this particular problem in existing federal programs.

Fourth, the Child Care Act of 1979 directly addresses a number of problems in the child care market as it now operates for those who do not qualify for subsidies. Some critics of governmental subsidy have considered the private market for child care spaces to operate relatively efficiently and equitably, requiring no governmental intervention. But in my view the evidence suggests at least three serious limitations of the child care market as it operates in most areas. Most importantly, child care is usually considered an expense associated with *mothers* working (rather than fathers). We know that there is considerable sex discrimination in employment, with the result that the wages of women are about sixty percent of male wages. The consequence is that the fees which women are able to pay for child care reflect the effects of discrimination in employment. For this reason alone, the current market for child care facilities is in no sense equitable. The provision in the current Act for fees which depend on income levels will help remedy these inequities, and at the same time will target federal subsidies at those women and families who need subsidies most, rather than spreading scarce federal dollars throughout the population without regard for need.

The inequity in the child care market is, in my view, its worst defect, but in addition there is a serious lack of information about child care. Any economist will indicate that markets cannot work effectively in the absence of good information, and there is substantial data which confirms that the child care market works inefficiently. The lack of information alone may prevent some women from finding child care, and in any event the time involved in finding good child care in the absence of adequate information add to the burdens and anxieties of mothers who have to or want to work. The provisions in the Child Care Act of 1979 for information and referral services will help remedy this defect in the current state of child care. In fact, by facilitating the maximal use of child care facilities, the provision of information and referral services should lower the costs of providing child care, as well as furthering some of the other goals of this act: reducing the burdens on working mothers, integrating child care facilities, and providing aid in the development of innovative programs, in training and technical assistance.

Finally, I am pleased to see federal support specifically for innovative programs and for training and technical assistance. In the past the development of new models for child care has depended on the efforts and the determination of committed individuals. Such individuals in the past have originated information and referral services, care for the handicapped, some of the only racially and economically integrated facilities, work-site care, care for migrant children, and parent cooperatives. But the "burn-out" rate among people starting such innovative programs has been high and replication of programs has always been uncertain. Providing federal funds for these kinds of experiments should stimulate a constant supply of fresh ideas. Including funds for training and technical assistance is similarly valuable since these are also areas which have been seriously neglected in the past.

In sum, the Child Care Act of 1979 promises to correct some serious problems in the current provision of child care, at the same time as it establishes federal child care policy on the basis of some sound principles very different from those which have hampered its development in the past. I can only hope that this bill will become the foundation of federal policy towards young children.

At the same time, there are some possible revisions in the bill which would, in my opinion, improve the delivery of child care to children and strengthen the role of parents in addition. I do not mean for these proposals to detract from my basic support of the bill, but--since they are consistent with the intent of the bill and with the principles which Senator Cranston outlined on August 24, 1978--I hope that they will be considered in redrafting the bill.

First and foremost, it would be advisable in my opinion to strengthen the role of parents within the bill itself. The steps which have been taken in the bill are substantial, but they can be extended in one way. What appears to be necessary for parents to have real involvement in child care facilities and for parents and providers to establish a real "partnership" is for parents to have some decision-making power at the level of the child care facility, in addition to participation at the local, state, and federal levels. While I know of no perfect way to ensure that this happens, I do hope that the principle of parental participation in decision-making in child care facilities themselves be written into the bill.

Another aspect of parental choice which should be strengthened involves the variety of child care facilities which are eligible for federal support. The bill now indicates that "funds will be distributed to a variety of child care providers in each community, including but not limited to child care centers and family care providers", but nowhere is there any mention of the related principle that a variety of organizations be allowed to receive federal support. As Senator Cranston outlined this principle in his comments in August 1978:

> To achieve a diversity of arrangements, we must allow for a diversity of sponsorships. All types of groups--school districts, community non-profit groups, employers, churches, proprietary centers, unions--should be eligible to participate in some fashion. No group should be arbitrarily excluded or given exclusive control.

Only by allowing a diversity of organizations to receive federal funding will the general principle of variety and parental choice be fully implemented.* I hope that the different kinds of organizations eligible for funding can be outlined in the bill.

Third, it is important that this bill not make the problem of too many federal programs with conflicting and inconsistent provisions any worse. The bill as it is currently written makes some provision for coordination between programs funded by the Act and other programs, but I think there could be somewhat more integration with other federal programs written into the Act. It is particularly important that eligibility criteria, fee schedules, and standards (including adult-child ratios) be coordinated among different programs, so that inequities among federal programs are not made worse.

Fourth, the formula for the distribution of funds needs to be modified slightly. The intent as I understand it is to allocate funds on the basis of three factors which are related to the need for child care subsidies: low income, the number of children in two-earner families, and the number of children in single parent families. However, because of the way in which children from two-earner and single-parent families are combined in the formula, the proportion of children in single parent families will effectively carry rather little weight. The appropriate alternative would be to form ratios of children in two-earner families in each state to the national figure, and ratios of children in single-parent families in each state to the national figure, and to weight these two ratios (e.g., each having a weight of 25%) in the over-all formula. Another problem is that state median incomes are highly influenced by the proportions of families with high incomes. My recommendation would be for the median income to be replaced by data on the low income population, or on the population below the federally-defined poverty standard.

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*In my earlier testimony before this committee, in November 1977, I addressed more fully the issue of providing child care in a variety of organizations and the danger of allowing any one institution--specifically the public schools--to monopolize child care.

My other reservations about the bill are much less important. I note the possible provision of subsidies through "alternative payments" or vouchers. In California, which has had a voucher-like system for about two years, the Governor's Advisory Committee on Child Development Programs concluded that vouchers would work only in conjunction with some programs of direct subsidies to child care facilities. My recommendation would be that there be a restriction on the proportion of state funds which can be distributed through voucher mechanisms.

I am uneasy about the licensing improvement grants in the Act. They raise the spectre of the federal government telling states how to license, though I realize that this is not the intent. It is important for licensing around the country to be improved--particularly the licensing of family day care homes--if only licensed facilities are to be eligible for federal subsidies. I have no particular suggestion on this section of the bill, merely a concern that in the implementation of the bill there be a sensitivity to state prerogatives and local conditions.

Finally, the figure of 10% for national and state administrative costs strikes me as too high. Given the scarcity of funds for child care, as much money as possible should go into the provision of direct services, and administrative costs should be minimized.

Federal funding of child care has been on the frontier of governmental policy towards families and children, extending subsidy and regulation to very young children. There are some different directions which federal child care policy can take from here, but most of them are not particularly admirable. We can allow federal policy to continue to drift, composed of bits and pieces of support from a variety of uncoordinated programs where the inclusion of child care subsidies appears to be almost an afterthought. We can continue to let the different attitudes and uncertainties which have plagued the history of child care--the debate between the "welfare" and the "developmental" approaches, the ambivalence towards children cared for out of their homes, the stigmatization of child care as somehow abnormal--continue to dominate child care policy. We can allow federal programs to continue in such a way that parents have little choice over the facilities for their children, and in which professionalization pushes aside parental participation. But it seems time to correct these deficienceis in current child care policies. We need to end the long-standing divisions over the purposes of child care, to promote policies which allow for flexibility and diversity in child care facilities, to establish important roles for parents to play so that child care becomes a real partnership between parents and providers. We need to begin the coordination of different programs. The Child Care Act of 1979 provides a way of advancing these goals.

Senator CRANSTON. Thank you very, very much.

Ms. MORGAN. I am Gwen Morgan. I teach at Wheelock College, and when I am not teaching, I am involved with consultation on research projects, consulting with Federal and State governments, doing training for licensing staff, and doing training and conferences with local day care and early education groups.

I guess I would be the child development type that Norton mentioned, one of the two schools of child development and welfare, except that the people who share my child development philosophy at Wheelock and Bank Street and Merrill-Palmer, and most of the places where early childhood education is taught, emphasize the child in the context of the family.

We know from a lot of research findings that it is futile to try and engage in any kind of child development activities out of the context of the child's family. The child has an identity in terms of the family, and the family and child-caring staff share in the upbringing of young children, if we are going to have any kind of an effect at all.

I would like to commend Senator Cranston on this excellent bill, and hope that the entire child care group, all the various constituencies, will unite and form a consensus around the passage of this bill. It is probable that not every piece of it will be totally implemented at once, but at last it represents something that I think we can all agree on, and make sure that all of our short-term steps move in the direction of our long-term goals represented by this bill. It is an excellent bill.

I was interested to hear from Norman Laurie in Pennsylvania that his analysis of title XX services in that State indicated that for each service funded by title XX, except for day care and child development services—for each of the other title XX services, there was another piece of legislation mandating another agency to go forth and take the responsibility for planning and development of that service, with additional funds for that purpose. I have included in my testimony the breakdown from the Pennsylvania analysis, because I think that is very interesting.

This bill fills that gap. It does not necessarily promise to provide all the funds that are ever needed for child care; it continues to make use of title XX and all the other pieces. But it mandates that somebody be responsible for planning the overall system and that the overall system make some sense.

I think even small amounts of service money funded through this bill could fill the same role that the ARC money has filled in those Appalachian States. It has acted as the glue that could pull together a variety of different sources of funds and provide one community-based program that made some sense for the families that live there.

I am very pleased at the emphasis, at last, on targetting child care for the working families who are working out of financial necessity. It seems to me that if the family is going to survive at all, it is an economically viable unit; that has been a necessity throughout history.

Young families today, in an economy where only one job in five will support a family of four, are struggling to maintain economic viability, and I think that we have a responsibility to help them. It is time for an emphasis on working mothers. That is why I was very delighted to see that when priorities are established in the bill, the priorities are based on family need, rather than on family income. I have in my testimony some suggestions for further defining need, but I applaud the principle of basing priorities on need rather than income, because income does not correlate with need.

Income is the result of the family's efforts to improve their quality of life through working. And any kind of priorities based on family income would place a ceiling on economic opportunity and would force families to do what they are right now doing under title XX, and that is to limit their earnings, therefore limiting their productivity, in order to maintain their eligibility for a service that they need. I do not think that income priorities can be tolerated in a bill for working parents.

However, I do think, in a tight economy, we must have priorities, and they must be fair priorities, and the income, of course, is a very fair criteria on which to base the fee that parents would pay.

I would like to suggest that the wording on the eligibility of organizations that can provide the service may be too limited, particularly the requirement that they be licensed. Not all types of organizations should be licensed. You do not license public schools, for example; you should regulate them. Patty Siegel's suggestion of changing the wording to regulating rather than licensing would solve this problem.

I would not like to see the bill inadvertently undermine the efforts of the States to improve their regulation of family day care through registration.

Just to finish, I would like to urge that the Federal Government support this bill in order to give some leadership to the concept that it is time to give some support to families who are struggling to survive, rather than supporting the growing trend toward the funding of treatment services at the expense of prevention and family support. In my State and in other States, the title XX administrators deliberately pit the advocates of child protective services against the advocates of improved day care services. That is really very foolish, because day care is the one support that we offer to families right now which can prevent some of the problems that are so costly to try and treat.

I would like to read something that I once wrote in a fit of rage when I was having great difficulty in getting legislators to understand the importance of prevention. It is a fable; it is not very long. It goes like this: Long ago, in a noble and compassionate land, the elders decided to save people who were drowning. A number of lifesavers were employed and stationed on the beach.

The lifesavers had been trained through a study of charts of sandbars on the ocean floor. They were told that their lifesaving must be reserved for those who were drowning far out to sea at the lowest sandbar, since their need for lifesaving is greatest. They were also trained never to look at faces.

The lifesavers were dedicated to their work. Each day, they plunged into the sea and brought in the inert bodies of the drowning victims. Artificial respiration was applied and some of the victims revived, though many did not.

As they made their way toward the drowning victims, the lifesavers passed by other swimmers who appealed to them for help. "I am losing my footing," a bather would say, "reach out and help me get my feet under me or I may drown." The lifesavers, however, were not permitted to help such people, because the drowning people needed help more. They continued to swim past the people just beginning to be engulfed, in order to bring in more drowning victims.

Their training had a curious effect on them. Since they never looked at faces, they never recognized the drowning people as the same people who had been refused their help on earlier plunges into the sea. They thought the drowning victims were some other class of people.

Each year, the number of drowning people increased and more and more lifesavers had to be employed to bring them to shore. Nobody could understand why this should be, when the land was making such an effort with its dedicated and well-trained lifesavers.

[The prepared statement of Ms. Morgan follows:]

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TESTIMONY ON SENATE 4. CHILD CARE ACT OF 1979 - Gwen G. Morgan
February 6, 1979

I would like to commend and thank Senator Cranston for the careful work which went into this excellent piece of legislation. As a result of many hearings and extensive gathering of fact and opinion, it appears that a bill has been written which could become the basis for a national consensus. I hope that those of us who have been concerned for child care for a long time will see the need for consensus and will unite in support of this legislation. It is important to reach agreement on what kind of day care system we want in this country, so that even if we do not achieve our total goal at once, our short-term steps can be consistent with our long-range goals.

There is already legislation at the state and federal level which brings fragmented support to bits and pieces of children's needs. There is legislation (94-142) for children with special needs, child abuse, other child welfare services, child care for the Work Incentive Program, and CETA, Head Start, migrant day care, and more.

The largest support for day care comes from Title XX of the Social Security Amendments. Last year, I was interested to learn from Norman Lourie of Pennsylvania that all services funded under Title XX in his state, except day care, have other funding authorizations and agency mandates. (see attached.) In other words, it is common that there be legislation authorizing some agency to be responsible for the planning and development of a type of service, with funds for that service, and to supplement those funds with Title XX funds. Only day care has no agency separately mandated outside Title XX to develop and plan the service, with funds authorized for the purpose.

This bill fills that gap. It is appropriate that the legislation should emphasize the needs of children of working families. This is where the real need for day care lies, - with families seeking to maintain economic viability through their own efforts. Only one job in five will support a family of four in our economy. For many families, a second income is needed. The significant number of single parents supporting children in this country should all be eligible for child care if they need it, and two-parent families with a need for a second income should be equally eligible. The bill emphasizes the needs of families who have been until now excluded from attention in national policy, and it creates the missing agency mandate to develop the overall planning and delivery system for day care.

It is appropriate for an agency emphasizing the needs of working families to become the agency responsible for day care. The emphasis is on family support and economic opportunity, offering a genuinely preventive philosophy of helping families before serious problems arise. Day care is useful as a therapeutic community for children and families in need of treatment for various problems, but only if the major emphasis is on its use for healthy, normal families who need it.

I have seen day care work as a human support system for families, and I know how important that kind of helping can be. It is especially distressing for those of us who care about children and families to see the increasing emphasis on treatment of problems created by the stresses on families at the expense of a helping hand at the time when those problems could have been averted. Unless we pay some attention to prevention, we are going to be engulfed with problems as a society. Several years ago, to make this point, I wrote a fable which is attached to this testimony.

Last year I asked my state legislators to consider three situations: (1) A two parent family has had a third baby, and the expenses of that addition to their family have overwhelmed them. They are in debt, have no money for this month's rent, and are even having trouble buying the food they need. The wife is considering taking a job to supplement the family income. The husband is considering leaving his family, since the stresses of inadequate earnings are causing extreme friction in the marriage. (2) A single mother with three children is debating whether to apply for A.F.D.C., or whether to try to support her family through working. She is wondering where she will find child care within her means. (3) An A.F.D.C. mother with three children has been on Welfare for three years. She is isolated and depressed. Her case worker is urging her to take job training, but she doubts her competency.

Most of the legislators considered situation (3) to be the greater priority. However, they changed their minds when I pointed out that these are not three different families but the same family undergoing a downward progression. I think we have to give some priority to families early in that progression, before the pressures result in family breakdown and pathology.

I therefore welcome this legislation and its purpose of universally accessible child care: "to promote the availability and diversity of quality child-care services for all children and families who need such services."

Legislators have been fearful to make that commitment in the past because of the fear that day care would become a runaway expense. I believe that the need for increased day care exists, but that demand is slow to grow and that need may be less massive than has been suggested. Many families will continue to solve their child-care needs within family resources, such as relatives, and tandem parenting arrangements. It is the families unable to make such arrangements which may have a desperate need for child care help.

This bill does not create an entitlement for day care, but sets up a system under which day care expenditures can be controlled by the Congress through the size of the appropriation. Parents themselves are permitted to pay part of the costs through a sliding fee. Priorities are established based on family need, when demand exceeds the size of the appropriation.

These provisions are the heart of the bill. Past day care and child development policy has been seriously flawed by priorities for eligibility based on family income, rather than on need for the service. Family income should be considered the outcome of the service, and eligibility based on the outcome is a serious mistake. Fees should be based on family income, but eligibility should be based on need for child care.

I would suggest that the top priority of need should be the category of children already accepted into day care. No state should be permitted to terminate this needed service, severing the bonds of trust and love which the acceptance of the child created. Once accepted, children should have a right to expect a continuing responsibility. We know that the present lack of continuity in policy is harmful to children. We should stop tolerating the intolerable, now.

Other priorities might include crisis situations, as a second category of family need, and a third category should be the need for child care in order to increase family income. Here the assessment should not be based on the outcome - increased family income, - but on the problem, - the original inadequate income which caused the family to need employment, and child care. This would include (a) single parents without outside income; (b) Level of outside income of single parents; (c) Level of income the two-parent family would have without the needed second income. (earnings of primary wage earner plus all other outside income exclusive of earnings of the second parent, with assessment of financial assets and obligations).

In addition to these priorities, waiting list procedures would have to be established which are fair. I do not believe language is needed in the Act itself for this purpose.

The sliding fee scale, and some priorities based on need rather than income, are essential provisions for developing a universally accessible child care system within a tax system which does not offer unlimited resources. It is important for the Congress to understand the importance of these provisions.

If priorities are based on family income, the result is a ceiling on economic opportunity for that family, reduced productivity for the economy as parents limit their income in order to continue to be eligible for the needed child care, adding up to a national policy of labor exploitation. No bill for working families should have these major injustices. They would be counter-productive to the Title XX goals of self-support or self-suffieiency and preserving families, and counter productive to the statement of findings in this Act that "making adequate child-care services and alternatives available for working parents promotes and strengthens the well-being of families and the national economy."

For these reasons, I am very pleased with the decision in the bill to base priorities on family need, and suggest rewording of Section 4 (3) (C) (i) as follows: "Priority for services will be given to children on the basis of family need, taking into account children's needs for continuity once accepted into a program, crisis situations in families, and the need for parental employment because of inadequate family income without such employment. "

Delivery system: The bill's simple delivery mechanism through state plans is a system which I hope most of the groups concerned about child care can and should support. It is a relief to read a child care bill that never once uses the words, "prime sponsor." Past child care bills have been flawed by complex and expensive delivery systems. This system is simple and workable. I would suggest that it might be improved by mandating block grants from the states to exceptionally large cities. It is clearly possible under the bill for states to fund day care through umbrella organizations, such as 4-C's, day care associations, and to make block grants. Under the flexible funding wording, a great many creative delivery mechanisms are possible. The reason for considering a mandate in the case of the largest cities is that these cities do have human service systems of their own, they are engaged in an effort to coordinate and integrate services, and they comnly find themselves at odds with their state. If the state can deal directly with providers of child care in the city, circumventing the city's efforts to plan and coordinate, it becomes impossible for the city to create integrated service delivery. This suggestion refers only to the very large cities, however.

The emphasis on diversity and parent choice reflects the national view, I believe. A public day care system is feared, especially among the middle class, as government entrace into what should be a family responsibility. For this reason, there has been interest in a child care tax credit. Where families do not earn enough to benefit from the tax credit, the same parental choice among different options is seen in this country as desirable.

I was a member of a task force, chaired by Dr. Alfred Kahn, in 1970 at the White House Conference for Children. We were charged with developing a delivery system for child care in this country. We began by recognizing the fact that many programs already exist in the private sector, which are serving both subsidized and non-subsidized children. Rather than duplicating this existing network, our task force decided it was preferable to "build on and link up, the existing netword of services."

Letting parents, who know better than anyone, their children's needs and their own circumstances, make the best choice they can find among many options, fits well with United States aspirations for its child care system. The only problem parents find with this diverse child care system is the difficulty in getting information about what their child care options are. For this reason, parents have begun to create central places where they can get information, and where both families and child care programs can go for information and help. These information and resource centers fill a need in the delivery system which is characterized by variety and diversity. Including them in this bill offers one way of shifting the present provider-dominated service system to a more consumer-oriented one. I am in favor of such a shift. In fact, I am involved right now in a national study of different ways of delivering child care information and referral services to parents.

Use of vouchers as one form of funding is consistent with the concept of parent choice and a consumer-oriented child care system. Some have suggested that vouchers would create a self-regulating child care system, and I would like to present strong disagreement with their view.

I believe their "market voucher" idea would seriously endanger the quality of services children receive. Instead of that I would support the kind of voucher system which is possible under this Act, a "regulated voucher" system. I therefore welcome the provisions for improvement of licensing and the federal requirements.

Licensing : I believe the language requiring licensing is too rigid. Licensing applies to all programs in the state, whether or not any funds are received. State definitions of what is to be licensed vary somewhat, but generally licensure does not and should not apply to publicly operated programs. These programs should meet the same requirements as those imposed on the private sector through licensure, but the method of regulation is not the same. Licensing is a legally inappropriate method of regulation of public agencies, in my opinion, although I strongly favor their regulation. Further, there may be a desire to pay for some informal arrangements among parents where licensure would not be the appropriate regulatory method. Suggested wording Sec. 4 (3)(A)(i): Are licensed or registered in the state. or approved as meeting the requirements of such licensure or registration... I am not sure the wording about having applied for a renewal is necessary or helpful. It sounds as though the bill may have begun by trying to make it possible to fund a family day care home in a state where states are not able to license all their homes, by assuring that the home had at least applied for a license, and then compromised that position by a requirement that the service had been licensed at one time, but has a renewal pending. The problem for family day care, however, is not so much renewal as the fact that the state may not be able to issue the original license, due to inadequate staff.

The argument could be made that a requirement of licensure will force the state to commit more staff to the task. I myself would make that argument if I thought it was the best way to achieve quality for the children in family day care. However, I support the efforts of some states to improve their coverage and the effectiveness of their regulatory program through registration. This bill should not inhibit creative state efforts to improve the regulation of family day care homes by requiring traditional licensure, which has not worked.

Registration takes several forms, and is best described by a recent publication available from the state of Texas.* This is the best publication available on the subject. However, there has been quite extensive literature on registration, dating back to 1962, which some advocates of traditional licensing have apparently not read.

Some additional comments on the bill are the following:

Monitoring: While the bill includes strong provisions for licensing, the provision for monitoring the federal requirements is less strong. Inclusion of parents in the planning, monitoring, and evaluation assumes there will be monitoring, but another section may be needed which clearly requires that states assign staff to monitoring duties. My preference would be that the licensing staff be trained to perform these additional regulatory duties, since it cuts down on the number of regulators who inspect programs, and offers a stronger overall regulatory action by fewer people. Some states would not wish to use their licensing staff however. Suggested wording: a new Section (10) between the present (9) and the present (10): Provide that licensing staff or other identified staff shall visit, inspect, and monitor all programs receiving funds under this Act, and report on their compliance with the standards established under Section 5 of this Act.

Federal standards should be identical with standards covering child care under Title XX.

Licensing Improvements : Support for licensing improvement by the federal government is long overdue. Even if this bill should fail to pass at all, the Congress should certainly be aware of the need to support this basic cornerstone of the regulatory actions taken to protect children in day care. These licensing sections should be given a high priority for passage.

Within the licensing improvements which states can make are training of licensing staff. I would suggest that there is a strong need, in addition to this in-state training, for federal leadership and technical assistance in the development of national and regional training Institutes.

I have in the past run such Institutes, and found that they are badly needed. Bringing staff from different states together is more likely to result in sound conceptual understanding of the principles of licensing, and in increasing consistency in procedures and requiredments between the states. I would suggest a need for one national Institute each year, at which new ideas and materials are developed, and 5 - 10 regional Institutes each year, where these ideas and materials are used, and regional interests identified and pursued. Licensing staff have a tremendous unmet need for knowledge in their law enforcement role.

Coordination: Sec. 4(2)(B) is not totally clear. Various special needs of children take priority, including the needs of handicapped children already addressed in P.L. 94-142. It is not clear whether funds under this Act are going to these priorities, or whether the plan to be developed by the state is to show the sources of funds being used under other legislation to meet these needs.

If the state is to produce an overall plan for all its child development programs, then Title XX and Head Start would be included, and it might be well to list the federal programs to be included in such a plan.

A sliding fee under this Act should not be different from a sliding fee under Title XX, or under Head Start should one be adopted there. Yet what will happen if the administrators, and the advocates and constituents of this bill strongly disapprove of the sliding fee developed by the Title XX agency of the state, and wish to develop a better one?

Coordination (Sec. 6) is a desirable goal, but not an easy one to achieve. The following specific examples are offered to show that it does not happen easily as a result of mandates like this section. More specific mandates are needed, and they should be added to the legislative mandates of the agencies with which coordination is to take place.

One example might be to mandate that all Mental Health area services provide consultation and social services to the day care services in their area, with funds provided for the purpose. This mandate would belong in Mental Health legislation rather than here. Placing a non-specific mandate to coordinate in this legislation has little effect.

Another example might be the integration of training programs for child care under this Act, Title XX training, and Head Start training. Such integration will be considered to be illegal under the Acts of the latter two agencies.

Advisory Committees : The explicit percentages spelling out the composition of these Committees is limiting by being too detailed. I would prefer simpler wording, to permit existing effective committees to be used, and to permit citizens to establish more effective committees. If necessary, the percentages for parent participation could be kept, and all other percentages dropped. I would prefer to drop all percentages, and simply require a mix of parents, and child care professionals, and other citizens.

Agency base: The responsibility for administering this Act is placed with the Secretary of HEW. This may be wise, since other child development programs are in this agency. However, there has been no interest expressed at high levels of HEW for supporting the concept of child care as a support service for working families. Imposing a creative program, however needed, on a reluctant bureaucracy usually results in neglect and low priority. It is very important that ths base for further development of day care be consumer-oriented and family-supportive in philosophy. Unless HEW expresses some interest in such a program, it might be worth consideration that it be placed in the Department of Labor.

Demonstration Projects as described do not seem targeted to the needs of the priorities of this bill. Funds could be reserved, for example, to investigate the effectiveness of various regulatable characteristics of day care, to reinforce the agency's standard-development responsibilities. Development of effective content for training of child-care staff, including infant care and school age day care, would also tie to the purposes of the Act. Various special needs are important, but should not be permitted to use up this Section's resources if funds are available otherwise for such needs.

Withholding of grants: Should not there be provision for alternative operation in states which do not correct their noncompliance after a period of time?

Funds are 100% federal, which seems wise in the present political climate. However, in the long run, without some local commitment, it is unlikely that a strong and enduring day care system can be created. Would it be possible to include some incentive for state and local financial participation?

Maintenance of Effort: It is good to include wording that prevents states from reducing their other day care effort and replacing them with funds under this Act. It could happen however, that the day care advocates in a state might wish to replace some Title XX funding with the more liberal funding mechanisms and provisions of this Act. Is there a way that states could, with the support of their Advisory Committees, apply to the Secretary of HEW for the transfer of funds in the following year out of Title XX and into this Act?

DISPLAY VI

1977-1978 TITLE XX BUDGET COMPARED WITH TOTAL PROGRAM BUDGET		
Program Area	*Total Title XX Budget*	*Total Program Budget Including Title XX*
Aging	$27,261,667	$ 61,977,000
CBA—Direct & Purchase	45,341,135	57,726,000
Child Development	73,010,423	75,961,000
Child Welfare	16,757,262	85,470,000
Drug & Alcohol	2,800,000	47,097,000
Family Planning	3,111,111	10,374,174
Legal	11,314,440	14,582,726
MH/MR	22,260,000	122,305,000
Probation & Parole	3,501,000	15,784,000
Visually Handicapped—Direct & Purchase	2,310,666	5,338,000
Youth Services—Direct & Purchase	8,420,000	34,400,000

A FABLE

Long ago in a noble and compassionate land, the elders decided to save people who are drowning. A number of life savers were employed and stationed on the beach. These life savers had been trained through a study of charts of sand bars on the ocean floor. They were told that their life saving must be reserved for those who are drowning far out to sea, at the lowest sand bar, since their need for life saving is greatest. They were also trained never to look at faces.

The life savers were dedicated to their work. Each day they plunged into the sea and brought in the inert bodies of the drowning victims. Artificial respiration was applied, and some of the victims revived, though many did not.

As they made their way toward the drowning victims the life savers passed by other swimmers who appealed to them for help. "I am losing my footing," a bather would say. "Reach out and help me get my feet under me or I may drown." The life savers, however, were not permitted to help such people, because the drowning people needed help more. They continued to swim past the people just beginning to be engulfed, in order to bring in more drowning victims.

Their training had a curious effect on them. Since they never looked at faces, they never recognized the drowning victims as the same people who had been refused their help on earlier plunges into the sea. They thought the drowning victims were some other class of people.

Each year the numbers of drowning people increased, and more and more life savers had to be employed to bring them to shore. Nobody could understand why this should be, when the land was making such an effort with its dedicated and well trained life savers.

* The reference on page 6:
Texas Department of Human Resources and the Association for Regulatory Administration, *The National Conference on the Registration of Family Day Homes*, 1978; available from: The Assistant Commissioner for Coordination Texas Department of Human Resources, John H. Reagan Building, Austin, Texas 78701

Ms. **Torres**. My name is Yolanda Torres, and I am the director of Pacific Oaks College. I am a member of the Riles Commission, formulated 5 years ago.

I would like to commend Senators Cranston, Williams, Riegle, McGovern and Javits for their concern with children as is evidenced by their sponsorship of bill S. 4, the Child Care Act of 1979. Because of the distance and the expense involved in coming to Washington, D.C., working parents on the west coast find it almost impossible to testify. Therefore, a special note of thanks should be given to Senator Alan Cranston for his thoughtfulness in holding hearings in California this summer.

I would like to suggest that in order to accommodate working parents, consideration be given to holding future hearings during the evenings in inner city and rural locations and in more informal and less intimidating settings. Now, to my testimony.

I am here representing Pacific Oaks College and Children's School, as part of the National Consortium for Children and Families, with Bank Street and Merrill-Palmer. Pacific Oaks is an upper division and graduate college in Pasadena, Calif., specializing in human development with a strong emphasis on child development. Our children's school works directly with children and their families, and our programs include infants, preschool, primary, day care and after-school care.

We are especially pleased that bill S. 4 is specific in helping that sector of the public that can least afford it, the working poor, and that diversity and availability of child care will also be augmented. This choice will enable parents to find the type of child care that best suits their particular needs so that their decisions and values on child-rearing practices can truly be respected.

The proposed demonstration projects mentioned in section 6 that do not come under the usual 10-hour-a-day, 5-day-a-week programs, such as 24-hour care, respite, sick children, migrant, bilingual and special needs, are provisions that we are eager to support.

On the Riles Commission, we found that migrant care is especially needed. I would like to read a little on it. Thirty-two thousand migrant children are below school age; 84 percent of the children are not being in child care programs. Only 7 out of 35 camps had programs for children under 2 years. School age children are served in only 3 out of the 35 camps. There are high infant and mother mortality rates.

Delivery of child care and development services to migrants is hampered by lack of money, as well as by special factors which prevent migrants from getting the services they need. The constant mobility which isolates them from the traditional delivery services, the language and cultural differences, and the inability to recruit appropriate staff are many of the hampering features.

Migrant work depends on the season of the crop being harvested. Typically, a migrant family moves at least two to three times during the year. This makes continuity of child care impossible. Only a small number of migrant children use English as their first language or are bilingual. Since almost all speak only Spanish or very limited English, there must be staff at all levels of the programs serving migrants who are bilingual and who share a cultural background with the families.

Currently, migrant child care programs are CETA programs located in Government-subsidized housing projects. Child care programs for migrant children all take place in centers. Programs should be available in family child care homes, as well, and efforts to provide this option should be an issue. Capital outlay will be necessary to renovate homes in most cases.

It is obvious that you have taken great care to listen to much testimony and have tried to incorporate it into this bill. The fact that you are in the process of additional hearings leads me to believe that there are certain sections which can be modified and that you will listen to our testimony and seriously consider adopting some of our suggestions. I am referring to specific provisions in sections 4, 5, 7 and 8.

I do not support licensing as the only means of insuring quality day care, nor do I think it possible to provide a model licensing act set up by the Federal Government that can be implemented by every one of our 50 States. You have noted the length of time and the difficulty HEW is having in completing and issuing the FIDCR regulations; that might also be applicable to the State regulations.

As you well know, the States that each of you represent are unique in their population, geography, and demographic makeup, all of which affect the types of child care arrangements and regulations. A model that is used in the East may not serve the West. Homes in isolated areas cannot be licensed under the same guidelines as high rise, inner-city apartments or suburban housing. Climate affects indoor and outdoor space needs. Migrant and ethnic programs need special consideration. Licensing a large facility caring for 45 to 150 children surely calls for a different procedure than that involved in licensing a family day care home that cares for 5 or 6 children.

In the family day care study directed by June Sale, 1970 to 1973—grant number OCD-CB-10-C1—we found that a family day care license can only guarantee minimum safety and health standards for the brief time that a licensor is in direct contact with that particular home. In its present structure, it can in no way guarantee the quality of the provider, and our study indicated that unlicensed care is as good and as bad as licensed care. Contrary to other studies, we found family day care to be excellent when it had support services. So it was not the licensing, but the support services and the care afforded.

At present, the licensing regulations and procedures in California are not conducive to recruiting and keeping the homes we so badly need, especially for infant care and after-school care. The length of time involved in the licensing of a home is 6 months to 1 year. Once the provider is licensed, he or she is on their own. The turnover of licensers is great, due to the low status, low pay and the burn-outs.

We would propose that the States be allowed to set up demonstration projects that will try out a simple registration plan, similar to the one now used in Texas for family day care homes. The licensers can then be given support and education to become consultants who will lend their expertise to the day care providers, helping and supporting them in providing quality and encouragement to continue in their work.

While we certainly approve of education for child care providers and licensers, we would like to see this proposal expanded to include the parents and the general public as to the importance of day care and the definition of quality. These two sectors are often overlooked when we talk about providing the means of understanding.

A parent who knows what he or she wants in terms of quality for his or her child is the best advocate we could hope to find for child care. Parents are the final judges upon which rests the continuation of good or bad day care. We in the child day care profession need to inform and support them so that, together, we can be assured of establishing and maintaining quality child care programs.

Those in the communication media also need to do their part in raising the public consciousness regarding this concern. In order to better the self-image of child care and have it become a respected profession and to help parents identify good quality child care, we need the help and support of television, newspapers, and radio. We suggest that this bill include a provision that will encourage the media to extend themselves in this direction.

We also believe that business should become a part of day care, and we feel that business can get a tax cut in order to have them help support day care. I think business is a predominant factor in this; I am not sure that the Government alone can support good day care, and I think it is time that we got business into it. They do not have to set up the day care; they can just give us the money. This can be done in terms of tax cuts. I truly feel that we have to tap other sources besides Government. Thank you.

[The prepared statement of Ms. Torres follows:]

PACIFIC OAKS

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TESTIMONY ON S4 PROPOSED CHILD CARE ACT OF 1979

Presented by: Yolanda Torres, Director, Pacific Oaks Children's School

Pacific Oaks Children's School and College
714 W. California Blvd. 5 Westmoreland Place
Pasadena, CA 91105 Pasadena, CA 91103

Special Note:

I would like to commend Senators Cranston, Williams, Riegle, McGovern and Javits for their concern with children as is evidenced by their sponsorship of Bill S4 - Child Care Act of 1979. Because of the distance and the expense involved in coming to Washington D. C., working parents on the West Coast find it almost impossible to testify. Therefore, a special note of thanks should be given to Senator Alan Cranston for his thoughtfulness in holding hearings in California this summer. I would like to suggest that in order to accomodate working parents, consideration be given to holding future hearings during the evening in inner-city and rural locations and in a more informal and less intimidating setting. Thank you.

Testimony:

I am here representing Pacific Oaks College and Children's School as part of the National Consortium for Children and Families with Bank Street and Merrill Palmer. Pacific Oaks is an upper division and graduate college in Pasadena, California,

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• *Administration & Resource Center / 295 W. Green Street • Suite 205 • Pasadena, CA 91105*

specializing in human development with a strong emphasis on child development. Our Children's School works directly with children and their families and our programs include infants, pre-school, primary, day care and after school care.

Pacific Oaks is especially pleased that Bill S4 is specific in helping that sector of the public that can least afford it, the working poor and that diversity and availability of child care will also be augumented. This choice will enable parents to find the type of child care that best suits their particular needs so that their decisions and values on child-rearing practices can truly be respected. The proposed demonstration projects mentioned in Section 6, that do not come under the usual 10 hour a day, 5 day a week programs, such as 24 hour care, respite, sick children, migrant, bi-lingual and special needs, are provisions that we are eager to support. Information and referral agencies have proved their worth and we are happy to see them recognized. It is obvious that you have taken great care to listen to much testimony and have tried to incorporate it into this Bill. The fact that you are in the process of additional hearings, leads me to believe that there are certain sections which may be modified and that you will listen to our testimony and seriously consider adopting some of our suggestions. I am referring to specific provisions in Sections 4, 5, 7 and 8. I do not support licensing as the only means of insuring quality day care nor do I think it possible to provide a model state licensing act set up by the Federal Government that can be implemented by every one of our fifty states. (You have noted the length of time and the difficulty HEW is having in completing and issuing the FIDCR regulations.) As you well know, the states each of you represent are unique in their population, geography, and demographic make-up - all of which affect the types of child care arrangements and regulations -

e.g., a model that is used in the East may not serve the West, homes in isolated areas cannot be licensed under the same guidelines as high-rise, inner-city apartments or suburban housing, climate affects indoor and outdoor space needs, migrant and ethnic programs need special consideration. Licensing a large facility caring for 45-150 children surely calls for a different procedure than that involved in licensing a Family Day Care home that cares for 5 or 6 children. In the Family Day Care study directed by June Sale, 1979-73, (Grant # OCD-CB-10-C1) we found that a Family Day Care license can only guarantee minimum safety and health standards for the brief time that a licensor is in direct contact with that particular home. In its present structure it can in no way guarantee the quality of the provider and our study indicated that unlicensed care is as good and as bad as licensed care.

Education or the lack of it is very expensive. We find that those who choose to specialize in early childhood education seldom enter the day care center or Family Day Care home to work directly and daily with children. If they do, they usually leave the job shortly thereafter. As a profession day care suffers. It's the same old story - low status, long hours, constant demanding work and little public support.

At present, the licensing regulations and procedures in California are not conducive to recruiting and keeping the homes we so badly need, especially for infant care and after school care. The length of time involved in the licensing of a home is six months to one year. Once the provider is licensed, he/she is on their own. The turnover of licensors is great due to the low status, low pay and the burnout. We would propose that the states be allowed to set up demonstration projects that will try out a simple registration plan, similar to the one now used in Texas, for Family Day Care homes. The licensors can then be given support and education to become consultants who will lend their expertise to the Day Care providers, helping and supporting them in providing quality and encouragement to continue in their work.

Our response to Section 8 is that while we certainly approve of education for child care providers and licensors, we would like to see this proposal expanded to include the parents and the general public as to the importance of day care and the definition of quality. These two sectors are often overlooked when we talk about providing the means of understanding. A parent who knows what he or she wants in terms of quality for his or her child, is the best advocate we could hope to find for child care. Parents are the final judges upon which rests the continuation of good or bad day care. We, in the child care profession, need to inform and support them so that together we can be assured of establishing and maintaining quality child care programs.

Those in the communication media also need to do their part in raising the public consciousness regarding this concern. In order to better the self-image of child care and have it become a respected profession, we need the help and support of television, newspaper and radio. We suggest that this Bill include a provision that will encourage the media to extend themselves in this direction.

We hope that this testimony will be received in the same spirit that it is given - with hope for improving the quality of child care and thus the lives of children and their families.

Mr. **Palmer**. My name is Francis Palmer, and I appreciate the opportunity to be before the committee today. I am President of the Merrill-Palmer Institute in Detroit, Mich.; that institute was established in 1920 as one of the oldest in the country whose efforts have been continuously related to research and training in children and families.

I am a fellow of the American Psychological Association, and I have been conducting research on the effects of early childhood education for 15 years. I would like to present to the committee a little different perspective with respect to the need for the act and early childhood intervention that has been discussed here today.

I would like to speak about the needs of the child of the 21st century, as he faces an infinitely more complex society and as he and the society will need much more highly educated people who have skills and knowledge which most of us do not have today, and the problems associated with institutions of higher education whose job it is, at least to a large extent, to train such persons who will be able to meet those needs.

So, my first point, of four, is that we will have in the year 2000 enormous needs for people who are trained at a level much higher than we do today. The second is that if we are going to get such people, the students going into institutions of higher learning now will be inadequate to satisfy those needs in another generation.

The schools which produce those students somehow or another must be provided with better resources, both physical and human, so that they, in turn, can pass them on to the colleges and universities.

The third point is that the evidence now that preschool educational intervention has significant effects on subsequent school performance is compelling, and toward that I have submitted for the record, in addition to my statement, a paper, "The Affects of Early Childhood Educational Intervention on School Performance," which I wrote for the President's Commission on Mental Health last year.

[Editor's note.—Due to the voluminous nature of the material mentioned and in the interest of economy, the same was retained in the files of the subcommittee.]

Mr. **Palmer**. The fourth point is that quality day care, if it has an educational component, can lead to accelerated school performance, as these experimental preschool programs which that report describes have been shown to do. I would like to elaborate a little on these points, and then speak to two or three specific aspects of S. 4—educational input evaluation and parent participation.

I think that every generation finds it hard to conceive that the next generation will need to know things which we at this time cannot conceive of. Certainly, if we went back two generations and asked ourselves how many people would be involved in an industry such as that related to computers and computer programing and the number of people which would not only have to be at the programer level, and so forth, but be at much higher levels in order to conceive of those marvelous machines—I do not know what the world is going to look like 25 or 30 years from now, but I am reasonably certain that it is not going to look like it does now and that we will have demands on this Nation for skills and knowledges we cannot meet if we continue the way we are.

The human learning process is a continuous one. We have not begun to stretch the limits of human potential. Indeed, our human performance is so far short of our established potential that it is, in many respects, equally as sad as the quality of our human life.

The evidence is very clear that if certain kinds of inputs occur with respect to children at the preschool age that the subsequent scholastic performance of those children is not only significantly better in a statistical sense, but significantly better in a practical sense, as well.

Even with the relatively primitive programs which I think we have today, because I think that by the year 2000 we will be able to accomplish much more with them—but even with those relatively primitive programs, children we work with at age 2 have been shown to be, on the average across hundreds of children, a year ahead in arithmetic achievement and a year ahead in math achievement, and they are only half as likely to fail in school by age 6.

As I say, I think what we are doing today is primitive, and I think that by the year 2000 we are going to be able to, and we must, provide for much more knowledgeable inputs.

The evidence on day care is not as compelling. A recent article in the December issue of Child Development, which I refer to the committee staff—"The Effects of Day Care, A Critical Review," by Belsky and Steinberg—reviews the literature on day care and concludes, first, that the studies themselves are not of the caliber which we need to make decisions. But the data that are there suggest that particularly for lower socio-economic children, the data is there that it makes a difference with respect to subsequent school performance. It is not as clear with respect to middle-class children.

With respect to such variables as unemployment or employment—that is, the extent to which mothers who are provided day care go to work, where they would not have otherwise—I understand that the committee has been submitted some detrimental information in the last few days from one of the Federal agencies that the studies available state that there is no increase in employment as a function of providing day care. I think the evidence for that, so far, is very slim. We have no accumulation of studies toward that data, and I would hope that the committee would approach that data very cautiously.

My central point, of course, is that an educational input into day care to meet the need I described must be made, and that day care as we know it, in many senses today, is not going to achieve the kinds of needs that we have for the 21st century. I would urge a strengthening of the educational input aspect of the bill for that purpose. Thank you.

[The prepared statement of Ms. Palmer follows:]

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Office of President

Mr. Chairman and distinguished members of the Subcommittee on Child and Human Development of the Senate Committee on Human Resources.

My name is Francis H. Palmer. I am President of The Merrill-Palmer Institute in Detroit, Michigan. That Institute, established in 1920, is one of the oldest in the country whose efforts have been continuously related to research and training devoted to child and family. I am a Fellow of the American Psychological Association and have been conducting research on the effects of early childhood educational intervention for 15 years.

I would like to speak about preschool education, including day care, as it is related to the problems of institutions of higher learning and to the societal needs of the nation twenty years hence. This relationship is best summarized in four points: (a) Our national needs for increasing the educational level of the average adult American in the year 2000, (b) the importance of providing institutions of higher learning with more highly trained high school graduates to satisfy those needs, (c) the fact that there is evidence that quality preschool education increases the scholastic performance of those who are exposed to the preschool, and (d) that quality day care with an educational component can lead to accelerated school performance as experimental preschool programs have been shown to do. Following that, I would like to deal with two specific aspects of S.4, the Child Care Act of 1979, educational input and evaluation.

First, Mr. Chairman, let me consider the required educational level of the average adult American in the year 2000. Those individuals who will be college graduates in June of the year 2000 are now being born.

Because of the increasing rate of scientific and technological change it is meaningless to try to predict with specificity the educational level that will be required for the Average American to meet our requirements twenty years from now. Still it is safe to project that the knowledge required for the average individual to meet our needs then will exceed several times what those born twenty or thirty years ago must know now. That is for the average American. It is equally predictable that our industrial, scientific, and governmental leaders will require knowledge in the twenty-first century that few of us today can even conceive.

To meet those requirements we depend largely upon our institutions of higher learning to provide the necessary knowledge. For them to do that job, these institutions must be provided with the resources required to do it, and they must obtain as human resources individuals who come to college with a better educational background and higher potential than we are getting today.

My second point then, Mr. Chairman, is that the elementary and high schools which prepare those students to take on higher educational challenges must have the resources as well, to include children who come to the public schools with a better background and higher potential than we have today. The education process must be viewed as a continuous one, one that begins soon after birth with the acquisition of concepts and language which will stretch human potential beyond what has been expected in the past. Human potential far outstrips today's human performance, and I include here our capacity to improve the quality of life as well as our capacity to produce consistent with the demands of an increasingly complex society. Many of each generation feel that they are at the asymptote of the curve of human knowledge and that theirs is the end of human experience. But that has never been the case in the past and probably never will be the case. If we do not become as committed to the need for leadership in human resources as we apparently are committed to the need for leadership in military resources, the day may come when we lag in the former and are forced to use the latter against others because it is the only option we have left ourselves.

Mr. Chairman, my third point is that we now have compelling evidence that preschool educational intervention can and has increased the child's performance in schools. I would like to submit for the record a review of mine requested by the President's Commission of Mental Health, which documents the evidence that a variety of preschool experiences have raised reading and arithmetic grades in the elementary schools and have made those children exposed to such experiences only half as likely to fail a grade in school by the time they reach the sixth grade. To the extent that we can provide similar experiences for all of our children, we may anticipate that we will produce students more capable of acquiring the knowledge and skills taught in the elementary grades. Given that basic learning, we can expect that the high schools will receive individuals who will perform better, and that the colleges will as well, with the ultimate effect that the institutions of higher learning will provide the manpower with knowledge and skills more appropriate for the twenty-first century.

My fourth point, Mr. Chairman, is that the Child Care Act of 1979 will greatly extend on behalf of the children of this country the opportunity for us to include educational input which will help meet society's needs. There are, of course, other federal programs, such as Head Start, which provide us the opportunity to give some children that educational input. But only a very small proportion of our children are provided that advantage. Most of those who have the opportunity are from economically disadvantaged families. The Child Care Act will extend those opportunities to other segments of society which are among those who need that care most: specifically, the children of single parents and those whose parents are both working. If sufficient emphasis is given to the educational component of programs designed to meet the requirements of the Act, these programs can contribute substantially to our need for more knowledgeable and better informed children. We have not approached the limit of human potential; indeed, it is my opinion that we have far to go toward improving the quality of life and increasing the knowledge and skills of our people. The Child Care Act of 1979 can bring us closer to that goal.

Mr. Chairman, I would now like to turn to specific sections of the Act, in particular to two which I feel would strengthen it for the goals I have mentioned.

First, I do not believe that the Act sufficiently emphasizes the need for the inclusion of a strong educational component. We know that we can improve subsequent scholastic performance with preschool programs provided that the educational component is sound and well-supported and that the supervision and training of staff is thorough. We have learned from Head Start and other child and family related programs that in the natural course of events some programs include educational ingredients which are effective for increasing scholastic potential, but all programs do not necessarily do so. Head Start, of course, provides many benefits to children and families whether the educational component is effective at a particular site or not. But where the educational component is not effective, we miss an opportunity to contribute to those goals of which I have spoken. I believe it is essential that emphasis on the educational components of the Child Care Act of 1979 be strengthened.

Secondly, Mr. Chairman, while Section 12(b) of the Act addresses the problem of evaluation, I do not believe that that Section is either specific enough or stringent enough. Many legislative acts now include provisions for evaluation, and we have found that the nature of the evaluation provides us with no definitive answers about the extent to which the program achieved its goals. Indeed, in many cases much of the experience remains undocumented so that we do not know precisely what was attempted and what was not attempted. Scientific techniques and procedures now available can provide answers to our questions about evaluation. They can tell us the degree to which a program has been successful in achieving its goals, and they can supply information on the ways we can improve the program to make it even more effective. Scientific evaluation of the effects of a program will provide only some of the information which the Congress will need to evaluate the relative worth of a program. I believe that scientific examination to be essential though not sufficient information for such decisions. The Act should specify that the Secretary initiate evaluations using the best methodology and utmost rigor of which we are capable.

In closing, Mr. Chairman, I would like to reiterate briefly some of my thoughts on the subject of child care and the proposed legislation. I hope that I have made clear my belief that the requirements of the future will be difficult--indeed, more challenging than we can imagine--and that we must begin educating as well and as soon as we can those who must face the problems of the future. In order to do so we must insure for our future the kind of preschool education that has been shown in some cases to have had a demonstrable effect in improving the scholastic performance in later years of those children involved in sound preschool programs. This fact has been established on the grounds of certain experimental programs. We must take the lessons learned from such quality programs and incorporate their educational components into other child care programs that lack effective educational designs. In addition to strengthening its emphasis on the need for quality preschool educational components, I believe that the Child Care Act of 1979 should also make more precise, even more stringent requirements for scientific evaluation of program design and effectiveness. The necessary methodology is now available; it needs to be applied.

Mr. Chairman, I would like to thank the Subcommittee for the opportunity to present my support for the Child Care Act of 1979, and for letting me speak of the implications I believe that it has for this nation.

Francis H. Palmer

January 30, 1979

Mr. **Roberts**. I am Francis Roberts, President of Bank Street College in New York City, speaking on behalf of the National Consortium for Children and Families. Bank Street also was founded in that wonderful first part of this century when these several key institutions started to focus society's attention on children and families.

I have submitted written testimony, and also other materials that some of my colleagues at Bank Street have prepared, and I would like to make several points in relation to these.

First of all, the bill that is being considered now is terribly important; it is a huge step forward. I think that Senator Cranston, Senator Javits, and the other sponsors deserve great credit. It is also very important that the bill take the form that is most responsive to children's needs and to families, because the direction that this bill sets—and it really is pioneering legislation—is going to set a pattern for a long time to come.

I think, therefore, that the legislation needs to fully reflect in as many places as possible the notion that the goal is to develop family support systems. This means variety and diversity in kinds of programs and in sponsorship; it means provisions both for in-home and extended care and center-based care; it means arrangements which will respond to cultural diversity.

Second, what is needed is not, in my view, a new bureaucracy, but, really, more inventiveness. The facts on the best child-care standards are very soft facts, so that now, is the time for experimentation, rather than closure on narrow standards.

Legislation should point the way toward arrangements which encourage communities and families to be initiators of new patterns.

On the matter of licensing and the role of the States, I have to say that I take a somewhat skeptical view of bureaucracies in the field of child care. Licensing can be one option, but I think registration based upon broad Federal guidelines would be a much-preferred direction. Licensing, in my view, more often than not results in controlling rather than encouraging child care. I think it is very important not to center the control too much; coordinated gatekeeping at the State level is not desirable.

Emphasis should be placed on the quality of care, not on the licenses. Thus, funds directed to this program should help create child care, and not establish organizations or groups to control child care. Grants to encourage the creation of information and referral networks would do wonders to discover new patterns of child care. I think vouchers should be encouraged, to the extent that they prove to be encouraging diversity and broadening child care.

I think that money spent on staff development and field training will yield better care than money spent on regulation. Next, I believe that the goal should be to strengthen community functioning. For instance, just modest funding of child care networks in communities will encourage low-cost, inventive forms of child care, linked to other community services, such as health.

Two areas of the bill that need amplification are the special provisions for infants and expanded thinking about after-school programs for school-age children. Both of those represent areas that have to be treated quite separately. The youngest children require very careful, separate thinking. The opportunities for expanding after-school programs based upon school activities and other community activities, I think, are enormous and begins to respond to the needs of the older children.

Businesses also have a part to play, and I think that some of the imaginative thinking that should be encouraged would include modification of work hours, leaves for mothers and fathers, and other workplace arrangements that would be more responsive to family living.

In conclusion, I take a long view of this problem. The human family really is a complex biosocial institution that has been around for a couple of million years and has developed slowly, and we are now at the point where we can develop a government strategy which will be supportive of the many ways in which the human animal has evolved. Alternately we could, in fact, narrow down the options that have been built by the human family over long, long years.

It is my view that the plan should be designed to be closer to the family and the community than to State agencies. The great strength of the bill is the support of diversity and the responsiveness to the many different ways in which cultures take care of their children. Thank you.

[The prepared statement of Mr. Roberts and information subsequently supplied follows:]

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Testimony Submitted To The Subcommittee
On Child and Human Development of the
Committee on Human Resources
Of
The United States Senate

February 6, 1979

By

Francis Roberts, Distinguished Specialist in Education and Social Policy, and President of The Bank Street College in New York, speaking on behalf of the National Consortium for Children and Families, a joint venture of The Bank Street College in New York City, The Merrill-Palmer Institute in Michigan, and Pacific Oaks College in California.

Prepared with the assistance of Program Development Associate Angela Covert and other Bank Street Colleagues including Susan Ginsberg, Dorothy Gross, William Hooks, Ellen Galinsky, Gordon Klopf, Peter Sauer, Edna Shapiro, Caroline Zinsser, Kay Sardo, and with the support of Nancy Cook and Suzanne Scott.

Bank Street College is an institution specializing in human development and education

Mr. Chairman:

Thank you for the opportunity to appear before this important committee of the Senate of the United States.

I am Francis Roberts. My title is Distinguished Specialist in Education and Social Policy at the Bank Street College in New York, where I am also completing a six year term as President.

Bank Street College as you know is one of the nation's oldest special-purpose graduate institutes concerned with education, children, and families, and was established in 1916. Over that span of time we have developed a point of view about child and adult development, and about the special strengths and needs of families. It is within the context of this perspective that I testify this morning.

I realize this hearing is the beginning, not the conclusion of a long legislative process, and want to say at the outset how crucial it is to develop appropriate child care legislation. The members of the Senate who join in sponsorship are doing a vital service.

Mr. Chairman, if only I were younger, or without children, or less experienced I could provide you with simple and wonderful advice. But I am nearly fifty, and have spent many years as a school teacher, principal, public school superintendent, writer and graduate school specialist. And with Patricia Roberts, a public health specialist, I share the rearing of three children. The simple answers have eluded me. Frankly, I hope simple answers elude this Committee.

Child care is such a soft area for policy development. The issues are so sensitive, the needs so great, and the vested interests of the "child care professionals" so manifest that it is hard to gain sufficient perspective to make wise choices. In thinking hard about these questions, I have found it helpful to begin a long, long way back -- you will be surprised how far!

When Homo sapiens took over the franchise from its primal progenitor Australopithecus afarensis and started to get its family act together some two to three million years ago, it commenced the development of a very complex biological-social system in which the care of children was a central feature. Today, possible federal responses to child care and family support today must be seen against a background of those millions of years during which the human animal slowly emerged as a social being and organized the array of human groups we know as families. These groups developed slowly and with some variety in response to the fight for basic survival. The response of the mother's breast to an infant's cry makes clear how deep and intertwined are these human relationships and how long they took to come about and to become adaptable to the broad reaches of the planet where human families established themselves. Through the centuries, in searing desert, on freezing ice floe, high plateau, and tropical jungle, this singular race called human persisted, coped, and established culture. The price was of course enormous, and despite the long lives enjoyed by many adults in those environments so harsh on the one hand and so pure and free of pollutants and carcinogens on the other, it was the children who suffered the most. They suffered the most because of two reasons: First, they were prime victims of all of the childhood diseases we now routinely bypass. Second, because so many died, the parents could not psychologically afford to become too deeply invested in childhood and children since they knew few would survive. What a contrast today — when your children or mine are born we are thrilled and filled with dreams for them, scarcely doubting that they will survive. But it is not long ago in our own country (and still the case in large areas of the world) that infant mortality took most children. Recently I visited my home town of Marblehead, Massachusetts, by American standards an old community which is celebrating its 350th anniversary this year. There in the cemetery on a worn gravestone dated in the

1800's is carved the brief history of 13 children of an earlier relative of mine. All but three died before the age of two years.

Against a backdrop of two million years of struggle, we have now come to a century and a time when the opportunity for survival and for a life-to-be-lived is accessible for children. This is a very recent development. It is a very new idea that childhood can be a time of meaning for children. And in a curious turn of events it is also a time when, despite so much new knowledge about health and early development of children, the rearing of children is at odds with other legitimate adult interests. The old child care networks of kith and kin are drying up and we are struggling to replace them with arrangements for today's world.

As a modern nation, a high technology nation, and the world's most experienced federal bureaucracy, we naturally turn to questions of quality, of standards, of broad applicability, indeed of licenses to care for children. Thus in sharp contrast to the long perspective of family development, we suddenly reach out to define a system of licensed child care. The proposed legislation is based on state licensing, and it may be that licensing is the bill's biggest problem. Let me stress that I am not opposed to all kinds of licensing, but I believe program diversity is more valuable and that strict license procedures will discourage this. Perhaps a more helpful concept is that of registration, in which certain health and safety standards are required, but that the trap of precise and uniform standards is avoided.

The purpose is to improve child care opportunities for children, while at the same time increasing employment options for adults and providing a support system for families in stress — a large order. To do this it is proposed to make a beginning by turning federal attention to the small proportion (10% or fewer) of children under 14 who receive out-of-home child care. The bill seeks to establish uniform standards for such centers and to support and license such centers.

But what are we to assume about all of the rest of the children -- that they are all poorly cared for? That the human family has learned nothing at all over the centuries?

In my work at Bank Street College, my role as a Contributing Editor of Parent's Magazine, years as head of a large public school system, I am impressed with the care and dedication of most parents. Most parents take seriously the care and development of their own children. They want a government response that is supportive of their varied personal circumstances and employment needs, and that supports their values and cultural styles.

I would start from a different base to develop public policy in this area. Rather than beginning with government bureaus, standards and licenses, let us begin with families, and let us develop a policy for child and family development.

I propose that the focus be shifted about 45 degrees from its current emphasis on the narrower issue of licensed care to a broader base which encourages cultural diversity, plurality of sponsorship, and variety in approaches, a program which builds on the ways the society now cares for its children. Such a broader base can capture the energy and imagination in a way that state-regulated, licensed programs will not.

Recalling that only about 10% of the children today participate in out-of-home care, it is sometimes assumed that there is therefore a vast shortage of child care facilities. Certainly the propriety child care interests and some others in the child care interest group say this. But what is not said is that millions of children now receive care through individual caretakers, informal care, and a host of networked arrangements. Some of this care is very good, some very bad. In any case, parents continue to express preference for this informal care, when available.

Of course the question we struggle with today is whether that would be the preference if somehow universal child care in first rate centers were in fact to become available.

This bill should first help communities discover how their children are now cared for and second to assess what these communities now need; and then to seek to answer these needs through locally developed extensions of natural child care networks, supplemented by the more formal and regulated government programs. What I am proposing, in short, is that the federal policy initiative be based on a child development perspective which grows out of the way the varied aspects of the culture take care of their own children, and build from the long-evolved kith-kin relationships.

From this broad base, let me go through the bill and show how these ideas, if applied, could change the focus of the bill.

Beginning with Section 2(a)2 in the Statement of Findings where it notes "The number of licensed child-care openings is far short of the number required for children in need of child-care services" I recommend that it be reworded to say "provisions for quality child care fall far short of need." My reason is that there is no reason to propose universal licensing of child care, nor to suggest that non-licensed care is unsatisfactory. The emphasis should from the start be on the quality of programs, not regulation.

Section 2(a)5 refers to school vandalism, alcoholism, etc. and is a problem which may or may not be connected with the issue of child care. As written, it raises grand hopes for answers to at best ill-defined problems.

If the bill is to refer to such complex issues, they should be related to the fact that child care merits consideration of community health interests. and should be approached with a view to comprehensive and related services. Also, by implication this involves an age group requiring different care.

Section 2(a)g speaks of coordination and absence of a coordinated administration of child care. While coordination is always the fantasy of a rational bureaucracy, wording should be re-cast to say that what is missing is not bureaucratic coordination, which suggests regulation, but what is needed is support systems for families and the development of government attitudes conducive to supporting the human family. I think here of the phenomenon of "learned dependency," that is, the development of increasing dependence on externally devised programs which control living patterns.

In Section 2-b, I would not whet the appetite of the State agencies eager to develop elaborate coordinated systems of child care, and I would give greater stress to availability and diversity (Section 2-b,4).

Section 4, the State Plan and State Advisory Panels, poses several problems: First by using the states as the central delivery system it eliminates alternate paths such as a direct grant program to local units of government or through tax-system and other measures of direct option to parents. Second, it gives the state iron-bound control over licenses which can lead to absurdly varied standards from state to state, but with total disregard to local geographic or cultural choices. Third, it limits aid to these state licensed centers and programs, when there is little basis for assuming that the license standards do anything to ensure quality care. We do know, however, that licensing forces up costs, thus reducing the availability of care. This section does provide for variety of child care providers, but such variety is limited to a very small range if so much emphasis is placed on standards and mandatory licensing. We know too well how compulsive administering officials can interpret this to the disadvantage of the informal, but often high quality child care providers.

Section 4 also provides for data collection and evaluation procedures. Here two points occur to me: First the extensive references to school attendance, etc. should be a reminder that the bill covers birth to age 15 yet the bill gives very little attention to the special nature and type of programs for school age children, the need and value of transportation after school, etc.

Second, buried in this section is a fleeting reference to Information and Referral services. These are of course genuine alternatives to licensed care and much to be encouraged, but I doubt they will be encouraged by the state authorities who will promote licensed care. This provision should be expanded.

References to "parental involvement" are inadequate, and reflect obsolete 1960's strategies which co-opted parents in the pursuit of government official's program plans. The time has come to stress that state child care officials are employed by parents and citizens to help them. This bill could be a landmark if it took the occasion to put heavy emphasis on language such as this: "It is the intent of the Congress that child care administrators at nation, state, and local levels recognize that they are employed to help and to support family independence, and competence. In the Statement of Findings, Section 2(9)b is the theme to highlight.

Advisory Panel. The bill calls for panels to advise state agencies. Here again, the apple cart is upside down. If such extensive control as the bill envisions is to be allocated to the states, it should be to a public body, not a government agency. There should be an elected or appointed public board or boards (like a trusteeship) for whom the agency officials work. The board should have power, not vague, easily coopted advisory functions. The Advisory Panel should be limited to the national administration.

Section 5. This section provides for the promulgation of federal standards covering such factors as staffing, qualifications, physical environment, etc. It is not clear to me how this set of standards relates to the states and their licenses. I propose this section be modified to establish national criteria for programs rather than state licensing standards, and that these criteria be adaptable to and reflective of local variation based on need and culture. These broad criteria are preferable to and should replace state licenses.

Section 6. Research and Development

It is clear this section, which refers to "innovative programs" is seen as peripheral to the purposes of the bill since it proposes that not more than 5% of the funding be used for such programs. Here again, I would turn the tables. If there is anything certain about child care and family legislation at this time, it is that carefully examined alternatives are needed before state licensed child care is mechanically installed coast to coast. Child care and family development programs must proceed from close examination of the nature of the human animal, and work out from that base, from the close observation and study of children and their needs.

Let me add one further note. I don't like the word innovative any more than you do. It does indeed sound superficial and fly-by-night. Nor am I proposing that a lot of money be put in "demonstration" centers, which often suffer from the "success of funded-enthusiasm." What I am saying is that we must take seriously the question of research and development and do some hard thinking about some very far reaching questions about how a government can bolster family life. We are not talking about some simple problem like putting a man on the moon or opening trade relations with China. We are talking about the most complex of human relationships, parent and child, and a two million year old bio-social institution called the family. This is the time for widespread, carefully developed field trials.

It makes me angry that here in the United States, with all of our potential to develop a more sensitive government response to human needs, we continue to apply bureaucratic and manufacturing conceptions to human problems. When we speak of child care we are talking about nature. We ought to apply naturalistic thinking. For example, consider the case of a seed variety, say tomatoes. Dozens of varieties are field tested and carefully studied before a selection is made for widespread reproduction. Even then, it is recognized that growers must choose kinds in relation to local conditions of soil and weather. That's with a simple tomato plant!

Now when we come to that infinitely complicated organism called the human animal, we quickly disregard the varieties of family experience that have evolved in urban families, Native Americans, rural people, suburbanites, then suggest that the states (not on the whole known for social inventiveness) set up exclusionary procedures for child care. But what are these to be based on?

An alternate strategy. Let us at this time shift the focus of the bill to one which provides for a variety of options, consistent with our national diversity: This might begin in a First Stage by doing careful

> clear thinking about the nature of the human family, and the development of children. This should form the philosophical basis for policy choices. Here I do not speak of the amassing of mountains of numbers or the endless whinning of computers, I'm talking about a rigorous, cross disciplinary examination of the human family from a developmental perspective. It should engage the best thinking of people from varied aspects of our culture and from diverse perspectives such as social sciences, medicine, history, religion, and education. In this first stage I would minimize the involvement of the planners and program people because they are in too much of a mind to close down to options. And of course I would leave the busy bureaucrats at their desks. By the way, I'm not talking about a 50 year search for the Holy Grail, nor am I suggesting a White House Conference with a cast of thousands. I'm talking about small groups using human minds at their best, engaged in sharing their knowledge of the human animal, especially the human family. Considering the high stakes these could be most important gatherings, and a refreshingly different starting point for evolving public policy.

I would insist in the process that the exploration proceed in clear language readily understandable by members of Congress and other intelligent laypersons. Out of these serious conversations would come not some final, definitive wisdom leading to national solutions, but instead a series of portraits of the nature of the human family as it has evolved over a two-million year history.

The Second Stage: Alternatives and Field Testing. Now I would open the doors to the policy-planners and program people and researchers. Tell them that this country wants to develop social policies for families that emerge from the basic nature of the human animal, that reflect not just the satisfaction of immediate problems and needs, but deal with the deeper developmental needs and highest aspirations of this singular, self-transcendent species. Ask the planners to draw upon the work of Stage One, and to propose an array of program responses which could involve public and independent groups and agencies at varied levels. Ask them to prepare specifications for a wide ranging series of field trials over a period of time. I would urge government support for a period of inventiveness.

Two things might be predicted: First, that as the period of inventiveness proceeded, more people would be helped in more ways at no more cost than under some strict and formal licensed programs headed by grey eminences known as The State.

Second, I suspect the period of inventiveness would spawn more self-generated responses as people began to see the thrill of responsible child and family development and the wisdom of Urie Bronfenbrenner's remark that "In order to develop, a child needs the enduring, irrational involvement of one or more adults in care and joint activity with the child." Of one thing I'm sure, the result would be new kinds of partnerships between families and governments. It would not lead to universal, standardized licensing.

The sequence I suggest is a process that can happen fairly quickly and could parallel the normal process of evolving a finished piece of legislation. I, for one want to help this process.

Section 8. Training and Technical Assistance.

As my final point, Mr. Chairman, I would like to comment on the Training and Technical assistance aspects of the program, as well as the training needs right now. Training and technical assistance sound very mechanical, and some of it turns out to be just that. But on the whole, people in communities and programs that are now in operation and those that will be established can themselves define major needs for help. That help is important.

Training needs to be viewed in the same broad and imaginative way that provision of services needs to be seen. With a variety of approaches to child care there will be new roles for the care givers; new roles for parents and community; and certainly new roles and needs for leadership staff to plan and implement programs for child care and family support.

Not all training should happen in colleges and universities. The most effective learning happens right on site in centers, or in community groups of family day care providers. I suggest that the proposed legislation provide for a training component to be included with every program or service funded by this Act. While "technical assistance or training" from an outside group such as a college or university is needed at some points, the ultimate aim ought to be to have on-going staff training become a normal part of the child care programs.

Training activities should focus on the increasing staff knowledge and competency in understanding child and adult development, the interdisciplinary nature of programs which serve children and families, the culture and values of the community, and the historical context of families.

In conclusion, I would like to submit for reference several items, the first is a lengthy position paper "Workshop on the Impact of Corporate Policies on the Family," prepared by my Bank Street colleague, Caroline Zinsser for a recent Aspen Institute seminar.

The second is a copy of a perceptive book called The New Extended Family, written by Bank Street's Ellen Galinsky and William Hooks. The third is an article by Dr. Donald St. John-Parsons, called "Continuous Dual-Career Families: A Case Study"; and the fourth is a book called Education Before Five, written by our faculty.

Mrs: Treva D. Brengle
10305 Duke of Wellington Court
Upper Marlboro, Maryland 20870

February 5, 1979

The Honorable Senator Cranston
Chairman
Subcommittee on Child and Human
Development
4233 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Cranston:

I am a mother of two children, and my children have benefited from "quality day care." I would like to comment on the much needed legislation, S. 4, and relay my experiences and concerns.

I strongly support the idea of Federal assistance to states which establish high standards for the administration of day care facilities as well as provide expertise in quality day care. I commend you and your co-sponsors for introducing this legislation.

According to a study of family attitudes published by General Mills, Inc., 1977, out of 2,102 interviews with families, 51% of the parents were not certain of the care which would be provided in day care centers.[1] In order to facilitate a change in these attitudes, it is necessary to provide "quality day care" along with requiring at least two professionals in the field to administer a program per facility for every 25 to 30 children enrolled. Educating parents and promoting parental involvement is important to the success of any day care program.

If more efficient care were provided by qualified staff, increased available facilities, and throuhg the education of parents of the types of programs available, parental response would be overwhelming.

I am therefore in agreement with Section 4 of S. 4, which would require that states provide development and licensing standards. I also encourage the establishment of State and National Advisory Panels to monitor and evaluate the success and problems of day care programs. You may even consider incorporating some responsibilities under the Board of Education.

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[1] General Mills, Inc., "Raising Children in a Changing Society," p. 13.

In regard to Section 5, which develops proposed standards for quality day care, the Department of Health, Education and Welfare, assisted by Dr. Bronfenbrenner, published a nine volume study which addressed development of day care programs. The only details lacking are the evaluations by parents who presently take advantages of various day care programs. Although facilities are scarce, parental views are needed in assessing the impact of care on child development.

Quality care can be assessed through acknowledgement of increased interest in learning, attitudes and behavior of children now enrolled in such programs, and the future decrease in juvenile delinquency.

From my own personal experience, I have seen progression of my children's learning experiences, self-assurance and marked improvement in their ability to socialize and communicate with peers. They work together in groups and the curricula is well planned by highly qualified staff and administered by trained assistants.

It is hoped that regulation can be achieved without adding unnecessary expensive burdens upon these facilities which would be passed on in the form of high cost to families making use of such programs.

I hope my comments are helpful and I thank you for your time.

Sincerely

Treva D. Brengle (cpj)

(Mrs.) Treva D. Brengle

TDB:cpj

Ms. Martinez. Thank you. There being no further witnesses, the hearings will be recessed until 9 a.m., February 21.

[Whereupon, at 11:43 a.m., the hearings were adjourned, to reconvene on Wednesday, February 21, 1979.]

CHILD CARE ACT OF 1979

WEDNESDAY, FEBRUARY 21, 1979

U.S. SENATE,
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, persuant to notice, at 10 a.m., in room 4232, Dirksen Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston and Humphrey.

Senator CRANSTON. The hearing will please come to order.

I apologize for the delay, which was not caused by the weather. I apologize for delaying the administration witnesses; however, it was the administration that caused the delay, I was down at the White House.

I am glad to be here now.

OPENING STATEMENT OF SENATOR CRANSTON

Senator CRANSTON. This morning, we begin the second hearing before the Child and Human Development Subcommittee on S. 4, the proposed "Child Care Act of 1979." This legislation represents nearly 2 years of work by the subcommittee. Last winter, we held a series of hearings to ask parents, child care providers, State officials, and Federal officials, as well as countless organizations and individuals concerned with the welfare of children, the question: Where should the Federal Government be going in the area of child care?

Witness after witness told us of the need for more child care services in their communities, particularly services for low-income, working families who are unserved by existing programs and receive little or no benefit from the child care tax credit in the Internal Revenue Code. They asked for a flexible system that would encourage and support the diversity in child care arrangements that parents want and need for their children. They also told us about how adequate child care services are essential to helping working families stay together and support themselves.

When the Child and Human Development Subcommittee began its work in the area of child care in 1977, 40.9 percent of all mothers of children under the age of 6 were in the labor force. By 1978 that figure had increased to 43.7 percent, an increase of almost 7 percent in a single year. The percent of working mothers of children under the age of 18 has risen from 42 percent in 1970 to 53 percent in 1978, an increase of 26 percent in 8 years. And what lies ahead? Projections from various sources, including the White House, as expressed in the recent statement by Sarah Weddington before the full Human Resources Committee, suggest that in the coming decade there will be continued entry of mothers into the labor force and a corresponding increase of almost 60 percent in the demand for child care providers.

The legislation before us today is designed to provide a framework for responding to these increased needs over the coming years. I believe that, if we take the necessary steps today to stimulate the design of an efficient and cost-effective mechanism for responding to these child care needs, the ultimate savings will far outweigh the short-term expenditures. Indeed, those very expenditures may rapidly be offset by increased tax revenues derived from parent earnings and reductions in governmental and other expenditures necessitated by the effects of lack of adequate child care arrangements. The cost benefits of investments in these types of programs have been borne out by the recent report released by the General Accounting Office on the cost effectiveness of child development programs. We will be hearing from GAO representatives on their report at our next hearing on March 20.

In closing, I want to reiterate what I expressed at our opening hearing on S. 4. I believe that now is the time for us to make a major stride forward in dealing with the increased need for child care services for low-income, working families who need options for making appropriate child care arrangements so that they can stay in the work force and support their families. But, at the same time, we must move ahead on a prudent and incremental basis to assure that funds are wisely spent. We can do this as we move toward a balanced budget.

I do not believe that we should seek to balance the budget at the expense of our older or poverty-pressed or disabled citizens, or our children and their parents who are working at being self-supporting. Let me stress that I am committed to a balanced budget, and I strongly favor moving toward it as rapidly as we can. I think we must achieve fiscal balance to deal with inflation and other problems that we face. So, as I work for appropriations for this or any other new program, I am going to be, at the same time, working for offsetting cuts in other programs, so that I am not in the position of proposing an increase in overall expenditures at a time when we must work to get expenditures down. But I think that this program, reflected by S. 4, is so important that we need to move ahead with it in that way.

Senator Humphrey, I regret the delay. I understand you have wisely waited in your office until I got here. Do you have any opening remarks?

Senator HUMPHREY. No. Good morning, Mr. Chairman and members of the audience.

Senator CRANSTON. We will then proceed with our first witness, Hon. Arabella Martinez.

STATEMENT OF HON. ARABELLA MARTINEZ, ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY BLANDINA CARDENAS RAMIREZ, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH, AND FAMILIES; AND ERNEST OSBORNE, COMMISSIONER, ADMINISTRATION FOR PUBLIC SERVICES

Ms. MARTINEZ. It is always a pleasure for us to appear before this subcommittee. You have been helpful to the administration in working for improvements in our foster care and child welfare system. The subcommittee's interest in the welfare of children is so strong, and your commitment to a full consideration of the issues so apparent. I believe you have performed a most important service in your willingness to continue the discussions you began last year, and by proposing legislation around which a most important national debate can be focused.

In examining the statement you made in introducing S. 4, and the proposed legislation, it became immediately apparent that we share many of the same goals. We share your concern for the welfare of children and the need to look carefully at the Federal role in the provision of child care. We share your concern for improved standards and licensing procedures, and indeed are deeply engaged in the review and revision of the Federal interagency day care requirements. We would agree that parental choice is not only appropriate but must be protected. We, too, believe that any national approach to child care must respect the diversity of personal family styles and the choices that experience tells us parents make in arranging for the care of their children. We would agree that there are important questions still unresolved that surround the provision of center-based care, and we look forward to working closely with you in addressing them. Like you, we believe that these questions must be fully reexamined in light of the growing numbers of women in the work force.

Thus, we also would agree with you that there is no single national policy on child care, for reasons that are both complex and varied. Serious questions remain, for example, as to what constitutes the best way to achieve quality child care, and what the Federal role and responsibility should be.

That is not to say, however, that there is not a substantial national commitment to quality child care. There is, and it is one that has been changing as social attitudes and social patterns have changed. Among the most significant social changes of recent years has been the growth in the education and labor force participation of women; at the same time we have witnessed a shift of population to our urban centers, and increased reliance on the nuclear family. Taken together, these changes have meant that increasing numbers of families have had to find child care arrangements outside the context of their networks of neighborhood and family members. I shall not go into all of the statistics with respect to women and the labor force, because those are well-known and quoted.

However, this increase in the number of working mothers does not necessarily imply that all of those women want or need center-based or formal, governmentally supported care. Some parents prefer to have care provided in their homes or in family day care. Moreover, the current pattern of care varies dramatically by the age of the child.

Overall, of the women who are working and who have children under 6, about 33 percent have chosen to have their children cared for in their own homes; another 50 percent have their children cared for in the home of someone else. For those with children under 13, the percentages who make informal or home-based arrangements are even higher.

And it should be kept in mind that not all the children in care have working mothers. Nor does it necessarily follow that all women with young children not already in the labor force are not working because of a lack of child care. According to the Survey of Income and Education conducted by the Census Bureau in 1976, only 3 percent of the women with children under 6, and 11 percent of female family heads who are not in the labor force, report that they are not looking for work because they cannot arrange for child care.

For those who choose to work or need to, and for those parents who choose to have their children cared for by someone else, the array of Federal support is substantial. Just in fiscal year 1977 alone, we can point to Federal expenditures for child care of $2.3 billion for nearly 7 million children. Those were the children of working parents, of poor and moderate-income parents, of minority and majority parents, of one- and two-parent households. In one way or another, the Congress and the administration have said that child care will be supported. Not for all children or even for all the children of every working parent, but for many children. Our best estimate suggests that the Federal Government, through direct subsidy, less direct assistance such as tax credits, and through programs like Head Start, is providing for or contributing to the care of approximately one-half the children now receiving care. And the priority, at least to date, has been given to support for the children of low-income parents. That may not translate neatly into a detailed Federal policy or program, but it does reflect a substantial commitment to the care of children.

Despite a commitment to fiscal restraint, the administration has requested additional funds for Head Start, improved child welfare services, and title XX, all of which are available to assist families in the care of young children. The statistics with respect to the amount of various programs are also well-known and are detailed in the Congressional Budget Office report, so I won't go into those numbers.

One thing I will talk about, however, is the tax credit. Working parents can claim a tax credit for the cost of care provided to their children. The credit was claimed by 2.7 million taxpayers during 1976. Care was subsidized through the tax credit for an estimated 4 million children, at a Federal cost of $458 million. All parents with a positive tax liability can claim the credit, and families across a broad income range did. In calendar year 1976, 75,000 families with adjusted gross incomes of just $2,000 to $6,000 claimed nearly $10 million in child care credits. Over 300,000 families with incomes from $6,000 to $10,000 claimed nearly $53 million in credits, and another nearly half-million families with adjusted gross incomes from $10,000 to $14,000 claimed over $70 million in child care credits.

Given the size and nature of this commitment, we do not believe that another categorical program for child care is warranted at this time. We do agree that more coordination would be helpful, that more information on a number of issues would be useful, and that efforts should be improved in a number of key areas.

We have begun those efforts and have many projects underway that we believe are making a significant contribution to the debate. Let me touch on a few of these efforts.

In the area of research, we are now completing the National Day Care Home Study, which is the first large-scale sample of family day care. The final report of this study will be available shortly, and we will make that report available to you as soon as it is published. We are making use of these findings in a number of ways: Through dissemination of materials to the child care community; in our development of new day care regulations; and in developing licensing, training, and management improvement initiatives.

You are already aware of the work under way on the Federal interagency day care requirements. Work is being coordinated by Peter Libassi, General Counsel of HEW, and staff of agencies throughout the Department are working together in the development of these new requirements. We hope by April we will have the Notice of Proposed Rulemaking and that final regulations will be issued before the end of the year.

In addition to these efforts in revising and improving standards, we are supporting States in their own licensing activities. Since 1973, the administration for Children, Youth, and Families—ACYF—has supported research and demonstration projects to improve State and local agencies' licensing requirements. An early project conducted with the Office of Economic Opportunity developed guides for day care licensing, a model act, model regulations, and other guidance materials for State and local governments. A multi-year Comparative Licensing Study was begun by ACYF in cooperation with the States to provide an ongoing base of information needed for the assessment of State needs for training and technical assistance, for the development of clear and enforceable standards of quality, and for the development of sound monitoring and enforcement systems at the State level.

In the area of improving the delivery of services, the Administration for Public Services—APS—which administers the title XX program, has completed a number of major studies recently. They developed a system for training paraprofessional providers which included a built-in monitoring and evaluation process; sponsored a child day care management study which described and assessed management systems in federally-funded child care in each of the States and the District of Columbia; and conducted a tristate—New York, Maine, and Florida—Day Care Management project which was designed to provide more efficient and effective management of child day care. Results of the Tri-State project have been applied to the creation of new administrative tools, job restructuring, and systems redesigns. I should tell you that in New York City alone, there was a $1½ million savings from the efforts of this particular project. We anticipate great savings from disseminating the information from this effort.

We are already using the findings of the Tri-State project in a joint APS-ACYF effort, the Interstate Management Consulting Partnership-Day Care Management project, which has sponsored seminars to disseminate the results of the project. These seminars have given States an opportunity to learn about improved management techniques, and have resulted in a number of States requesting technical assistance in implementing the improved techniques.

In response to the need of day care consumers for better information and accessibility to services, ACYF, in cooperation with the Ford Foundation, has launched a major study of day care information and referral services across the country. This study is being done in conjunction with a project already in process which is developing day care handbooks and guides for parents to aid them in choosing appropriate care for their children.

Finally, it is important to note that in the past, the HEW unit administering title XX was not organizationally related to the unit overseeing day care policy research. That has changed. In the reorganization the Department undertook last year, both the title XX agency—the Administration for Public Services—and the Administration for Children, Youth, and Families are now in the Office of Human Development Services, under my supervision. Much greater coordination and mutual consultation have been the result.

Mr. Chairman, I believe that we have already made substantial progress in the field of child care. We have sponsored research to aid us in determining what is best for children in care outside their own homes; have worked with the States to improve their licensing procedures; have disseminated information to the field about what we have learned; and have worked to improve the quality of all care provided with Federal dollars.

We look forward to working with you in achieving the goals we share, in examining the questions that remain unresolved, and in improving the quality of care already being provided under existing authorities. We welcome the national discussion which your own efforts have begun, and look forward to a growing understanding of the ways in which a changing society may influence an evolving national policy. The issues before us affect the well-being of this Nation's children and the care they receive. We look forward to a thorough examination of these issues and toward a fruitful and productive discussion, as to the best next steps.

Let me thank you again for the opportunity to testify this morning. I will be happy to answer any questions you have.

[The prepared statement of Assistant Secretary Martinez follows:]

Statement of Arabella Martinez

Assistant Secretary for

Human Development Services

Department of Health, Education, and Welfare

Before the Senate Subcommittee on

Child and Human Development

February 21, 1979

Mr. Chairman, Members of the Subcommittee, I am Arabella Martinez, Assistant Secretary for Human Development Services in the Department of Health, Education, and Welfare. Accompanying me today are Dr. Blandina Cardenas Ramirez, Commissioner of the Administration for Children, Youth, and Families, and Ernest Osborne, Commissioner of the Administration for Public Services.

It is always a pleasure for us to appear before this Subcommittee: you have been of such assistance to the Administration in working for improvements in our foster care and child welfare system; the Subcommittee's interest in the welfare of children is so strong; and your commitment to a full consideration of the issues so apparent. I believe you have performed a most important service in your willingness to continue the discussions you began last year, and by proposing legislation around which a most important national debate can be focused.

In examining the statement you made in introducing S. 4, and the proposed legislation, it became immediately apparent that we share many of the same goals. We share your concern for the welfare of children and the need to look carefully at the federal role in the provision of child care. We share your concern for improved standards and licensing procedures, and indeed are deeply engaged in the review and revision of the Federal Interagency Day Care Requirements. We would agree that parental choice is not only appropriate but must be protected. We too believe that any national approach to child care must respect the diversity of personal family styles and the choices that experience tells us parents make in arranging for the care of their children. We would agree that there are important questions still unresolved that surround the provision of center-based care, and we look forward to working closely with you in addressing them. Like you we believe that these questions must be fully re-examined in light of the growing numbers of women in the work force.

Perhaps equally important, child care is not only a subject of concern for those of us in the public policy arena; it is a matter of deep personal concern for the families themselves. I believe the answers each would make to what constitutes good public policy and good child care, would prove to be almost as varied as the individuals involved.

Thus we also would agree with you that there is no single national policy on child care -- for reasons that are both complex and varied. Serious questions remain, for example, as to what constitutes the best way to achieve quality child care, and what the federal role and responsibility should be. The hearings which this Subcommittee is conducting may bring us closer to some consensus on these matters, but none exists just now. On some very fundamental issues, wide differences remain. To cite just one example, there are those who believe that we are helping families with the funds we have committed to the care of children whose parents must work. But there are others who would argue just the reverse. They believe that providing public support for child care places government in the role of supplanting an important parental responsibility, namely the care of young children. On even so basic a question as that, there are differences; in the face of such wide divergence it is understandable that there is still no single national policy with regard to child care.

That is not to say, however, that there is not a substantial national commitment to quality child care. There is, and it is one that has been changing as social attitudes and social patterns have changed. Among the most significant social changes of recent years has been the growth in the education and labor force participation of women, at the same time that we have witnessed a shift of population to our urban centers, and increased reliance on the nuclear family. Taken together, these changes have meant that increasing numbers of families have had to find child care arrangements outside the context of their networks of neighborhood and family members. In addition to the women who have always had to work -- on family farms, in factories or other people's homes -- many millions of families today are looking to public as well as private sources as they make other arrangements for the care of their children.

Since the beginning of World War II the percentage of mothers of children under 18 working outside the home has increased dramatically. And if one considers the increase in the number of mothers with young children in the labor force, the contrast becomes even more striking. For example, just in the years between 1971 and 1976, the labor force participation rate of mothers with children under 3 years of age rose from 27 percent to to 34 percent; for those with children under five, the rate increased from 38 percent to 47 percent.

However, this increase in the number of working mothers does not necessarily imply that all of those women want or need center-based or formal, governmentally-supported care. Some parents prefer to have care provided either in their homes or in family day care. Moreover, the current pattern of care varies dramatically by the age of the child. For children under two, more than half the care is provided in family day care settings. For children aged three to five, center care (including nursery school, and pre-primary school) is more common than for other age groups. For the five million children between six and thirteen who are in school and whose parents work, informal arrangements predominate.

Overall, of the women who are working and who have children under 6, about 33 percent have chosen to have their children cared cared for in their own homes; another 50 percent have their children cared for in the home of someone else. For those with children under thirteen, the percentages who make informal or home-based arrangements are even higher.

And it should be kept in mind that not all the children in care have working mothers. Even if more licensed child care were available, it does not necessarily follow that all of these parents

-- those who work as well as those who do not -- would want it for their children. Nor does it necessarily follow that all women with young children not already in the labor force are not working because of a lack of child care. According to the Survey of Income and Education conducted by the Census Bureau in 1976, only three percent of the women with children under six, and eleven percent of female family heads who are not in the labor force, report that they are not looking for work because they cannot arrange for child care. They also report that most married women and female heads of families who are not in the labor force choose not to work outside the home.

For those who choose to work or need to, and for those parents who choose to have their children cared for by someone else, the array of federal support is substantial. Just in fiscal year 1977 alone, we can point to federal expenditures for child care of $2.3 billion for nearly 7 million children. Those were the children of working parents, of poor and moderate income parents, of minority and majority parents, of one- and two-parent households. In one way and another, the Congress and the Administration have said that child care will be supported. Not for all children or even for all the children of every working parent, but for many children. Our best estimate suggests that the Federal government, through direct subsidy, less direct assistance such as tax credits, and through programs like Head Start, is providing for or contributing to the care of approximately one-half the children now receiving care. And the priority, at least to date, has been given to support for the children of low-income parents. That may not translate neatly into a detailed federal policy or program, but it does reflect a substantial commitment to the care of children.

In recent years, the Carter Administration and the Congress have supported a variety of child-care efforts. Despite a commitment to fiscal restraint, the Administration has requested additional funds for Head Start, improved child welfare services, and title XX -- all of which are available to assist families in the care of young children. $84.5 million is available in our FY 1980 budget for legislation to improve child welfare services, the foster care system, and provide adoption subsidies for hard-to-place children. That is legislation in which you played such an important leadership role last year, Mr. Chairman. The Administration will be proposing similar legislation this year. In title XX we have proposed making the ceiling permanent at $2.9 billion, and drawing on additional state and local resources for child care by providing the same matching rate as for other title XX services. (In FY 77, almost one-fourth of federal title XX expenditures, about $800 million, purchased child care for an estimated 800,000 children. Because of broad income eligibility, in a State like Mississippi, families with incomes up to $15,500 are eligible for title XX child care.) Head Start, which enjoyed its first Administration-requested increase in many years under the Carter Administration, will get an additional $20 million next year. (In FY 1980, we hope to serve about 415,000 children at a cost of $700 million.) In a time when increases for any program areas are rare, such budget increases represent a continued, and very real commitment to child care.

But those are not the only sources of federal support. Under the child care portion of the AFDC earned income disregard, approximately 160,000 welfare families purchased care for their children at a cost of $160 million in FY 77; an additional $57 million was spent for child care for welfare families under the Work Incentive Program.

Other federal agencies also provide substantial support for child care: the Department of Agriculture food service program spent $120 million on food for children in day care during FY 77. And the Appalachian Regional Commission funds child care demonstration projects in the thirteen Appalachian states.

Working parents can claim a tax credit for the cost of care provided to their children. The credit was claimed by 2.7 million taxpayers during 1976. Care was subsidized through the tax credit for an estimated four million children, at a federal cost of $458 million. All parents with a positive tax liability can claim the credit, and families across a broad income range did. In calendar year 1976, 75,000 families with adjusted gross incomes of just

$2,000 - $6,000 claimed nearly $10 million in child care credits. Over 300,000 families with incomes from $6,000 - $10,000 claimed nearly $53 million in credits, and another nearly half million families with adjusted gross incomes from $10,000 - $14,000 claimed over $70 million in child care credits. Like the welfare families eligible for child care exemptions under AFDC, the families eligible for child care services under title XX -- where the upper limits can go as high as 115% of a state's median income -- or the millions of families claiming the child care tax credit, families from every income group have some form of federally supported child care assistance available to them.

Given the size and nature of this commitment, we do not believe that another categorical program for child care is warranted at this time. We do agree that more co-ordination would be helpful, that more information on a number of issues would be useful, and that efforts should be improved in a number of key areas.

We have begun those efforts and have many projects underway that we believe are making a significant contribution to the debate. Let me touch on a few of these efforts.

In the area of research, we are now completing the National Day Care Home Study, which is the first large-scale sample of family day care. We are excited about this study and believe it will provide us with significant new knowledge about family day care and aid us in strengthening and improving the care that is currently being provided.

We have just completed the National Day Care Study that focussed on center-based care for pre-school children. In this study we have examined characteristics that are commonly associated with good quality care. We have learned several important and policy relevant things from this study: differences in day care quality can be measured and can be related to characteristics we can regulate; significant developmental gains are observed in children cared for by staff trained in early child development; and that a group size of 14 to 18 children with two caregivers provides substantially better care than larger groups, irrespective of child-staff ratios. The final report of this study will be available shortly and we will to make that report available to you as soon as it is published. We are making use of these findings in a number of ways -- through dissemination of materials to the child care community, in our development of new day care regulations, and in developing licensing, training, and management improvement initiatives.

You are already aware of work underway on the Federal Interagency Day Care Requirements. Work is being co-ordinated by Peter Libassi, General Counsel of HEW, and agencies throughout the Department are working together in the development of these new requirements. In this process, which is following on the submission of the FIDCR Appropriateness Report to the Congress, we are examining closely the results of major HEW-funded research and other child development research, meeting with and gathering recommendations from child care experts, child advocates, current providers of care, state and local officials, and from interested members of Congress and their staffs. In addition, after publication of the draft regulations in the Spring, we will be holding public meetings around the country to discuss our proposed standards.

In addition to these efforts in revising and improving standards, we are supporting states in their own licensing activities. Since 1973, the Administration for Children, Youth, and Families has supported research and demonstration projects to improve state and local agencies licensing requirements. An early project conducted with the Office of Economic Opportunity developed guides for day care licensing, a model act, model regulations, and other guidance materials for state and local governments. A multi-year Comparative Licensing Study was begun by ACYF in cooperation with the states to provide an ongoing base of information needed for the assessment of state needs for training and technical assistance, for the development of clear and enforceable standards of quality, and for the development of sound monitoring and enforcement systems at the state level.

In the area of improving the delivery of services, the Administration for Public Services, which administers the title XX program, has completed a number of major studies recently. They developed a system for training paraprofessional providers which included a built-in monitoring and evaluation process; sponsored a child day care management study which described and assessed management systems in federally-funded child care in each of the states and the District of Columbia; and conducted a Tri-State (New York, Maine, and Florida) Day Care Management Project which was designed to provide more efficient and effective management of child day care. Results of the Tri-State project have been applied to the creation of new administrative tools, job restructuring, and systems redesigns.

We are already using the findings of the Tri-State project in a joint APS-ACYF effort, the "Interstate Management Consulting Partnership - Day Care Management Project", which has sponsored seminars to disseminate the results of the project. These seminars have given states an opportunity to learn about improved management techniques and have resulted in a number of states requesting technical assistance in implementing the improved techniques.

In response to the need of day care consumers for better information and accessibility to services, ACYF -- in cooperation with the Ford Foundation -- has launched a major study of day care information and referral services across the country. This study is being done in conjunction with a project already in process which is developing day care handbooks and guides for parents to aid them in choosing appropriate care for their children.

Finally, it is important to note that in the past, the HEW unit administering title XX was not organizationally related to the unit overseeing day care policy research. That has changed. In the reorganization the Department undertook last year, both the title XX agency (the Administration for Public Services) and the Administration for Children, Youth, and Families are now in the Office of Human Development Services, under my supervision. Much greater co-ordination and mutual consultation has been the result.

Mr. Chairman, I believe that we have already made substantial progress in the field of child care. We have sponsored research to aid us in determining what is best for children in care outside their own homes, have worked with the states to improve their licensing procedures, have disseminated information to the field about what we have learned, and have worked to improve the quality of all care provided with federal dollars.

We look forward to working with you in achieving the goals we share, in examining the questions that remain unresolved, and in improving the quality of care already being provided under existing authorities. We welcome the national discussion which your own efforts have begun, and look forward to a growing understanding of the ways in which a changing society may influence an evolving national policy. The issues before us affect the well-being of this nation's children and the care they receive. We look forward to a thorough examination of these issues and toward a fruitful and productive discussion, as to the best next steps.

Let me thank you again for the opportunity to testify this morning. I will be happy to answer any questions you may have.

Senator CRANSTON. Thank you very much. I am glad to have you with us again. I want to say, before I differ with some of the things that you have said in your testimony, that you are a constituent whom I admire very much, and appreciate very much in terms of your efforts; but rather frequently you appear with testimony that compels me to differ rather strongly.

Ms. MARTINEZ. I will still vote for you in California.

Senator CRANSTON. I know we respect each other's views and aims. I appreciate the chance to work with you. I do find your position that there is no need for legislation specifically aimed at women and working families, to be inconsistent with the testimony of virtually every other witness. As you know, this is the sixth hearing that the subcommittee has held in the last year and a half. I have heard witnesses from every part of the country describe the lack of child care services in their communities; witness after witness has told us that there are no available choices.

Yet, in your testimony you refer to women choosing certain kinds of care. I really feel that this is missing the point of S. 4 completely. We are trying to promote more choices, additional choices. We are not trying to provide funds for every working parent's child care needs. I think that is impossible, certainly impossible under our fiscal constraints and inflation.

Last month the full Human Resources Committee heard testimony on the problems facing American women in the incoming decade. Witness after witness in those hearings identified the lack of child care as a major problem facing working women. Yet, you are contending, or seem to be contending in your testimony, that there is no need for a systematic and coordinated legislative approach such as proposed by S. 4 to deal with the increasing numbers of women who are working, and families that need child care throughout the Nation.

I would find HEW's position more credible if your agency acknowledged the need for a systematic and coordinated approach such as provided in S. 4, but said that the Federal Government did not want to pay the price at this point. I know and I acknowledged early this morning, the funding difficulties we face for all worthy programs, old and new alike. I must add that it is indeed ironic that we have a Carter-Mondale administration appearing before this subcommittee in opposition to child care legislation. As you know, the subcommittee was created through the effort of Senator Mondale, who for years worked hard for child care legislation. President Carter, in his campaign, made a specific commitment to join in the development of child care legislation which would help State and local programs, and utilize fee sliding scales for employed mothers.

I appreciate how very scarce resources are for new programs in the fiscal 1980 budget, and even for the maintenance of, or improvement of, existing programs. I want to cooperate with the President to reduce the 1980 deficit to the lowest appropriate level, but I think these hearings have demonstrated a true and widespread need, to which the Federal Government should respond. At our last hearing, you said that to a much larger degree than many acknowledged, we do have the evidence needed to act. You said that a better society for children requires not just more knowledge, but a commitment to change. This morning, you seem to be retreating from that view, with a call for more research before we make a commitment to action. I can't accept that view. I am not against more research necessarily, but I question the value of much of it unless there is a truly effective way of getting the research results disseminated and acted upon. I think we can and should move forward to get a system in place which will improve training and technical assistance, provide support for State licensing programs, and at the same time expand choices available to working parents. We do not need additional research to tell us that that needs to be done. We do not need research to tell us how to do it. We do not need any research to give us the answers, because there is no one single answer to the child care needs of American families. We need a diverse system.

If I could obtain a commitment from you, Arabella, to support an amended version of this legislation or some modification of it, and, of course, it is not in any final form, I would like to work with you and the administration. I would like to ask specifically that you and those in HEW and elsewhere in the administration, reflect upon the possibility of the administration supporting child care legislation such as S. 4 on the basis I have suggested, and report back to me with a response to that general approach. I don't know if you want to comment or not.

Ms. MARTINEZ. Let me just say that the administration's position is still being discussed, and there will continue to be discussions as we go through the development of the 1981 budget. What the results of those discussions will be, what commitments will be made as the result of those discussions, I can not tell you. But that we are discussing alternative ways of providing child care is absolutely true. We have spent a great deal of time looking at the bill, looking at all of the research that has been done, looking at all of the technical assistance.

I would like to say a couple of things in terms of your remarks. I am not advocating more research. There is one area in the Office of Human Development Services, and you know I have been terribly critical of our research activities in the past, in one area there has been more policy research done than in any other area that I know of. It has been not only policy research, but it has been utilized. But the research that has been done by ACYF, the title XX agency, has been utilized, disseminated and provided us with great direction.

The second thing is that we are not saying that all of the day care needs are met, or that we don't want a systematic approach to day care. But whether another categorical program is a systematic approach is a question we still have. We have found that, as there is more and more categorization, of programs there is more and more fragmentation of services; there are great bureaucracies developed which have their own interests in existing. In terms of cutting back, the difficulty in cutting back once a bureaucracy has been established, is amazing.

Senator CRANSTON. I do look forward to hearing from you as these discussions go on in the administration. If you can respond to the specific question, I would appreciate it.

I do have a number of questions. However, because of the difficulty of getting to us your testimony for review 24 hours prior to this hearing, I know the weather had a lot to do with that, I will have a number of additional written questions to submit to you. I will also have some in writing to save time of the committee now.

I hope that you will personally see to it that your answers are submitted within 2 weeks. We may also want to ask you to come back on March 20.

Before I begin, I want to comment on some of the facts you have alluded to. First, the Congressional Budget Office, in its recent report on child care, found that the Federal Government was spending $1.8 billion on direct programs, and $500 million through tax expenditures. A number of CBO's figures can refer to programs which do not provide direct child care, but rather support services, such as the Department of Agriculture food programs. I would appreciate it if you would provide for the record, not now, a detailed explanation of your estimates for expenditures and the number of children served, and a comparison of your figures with those provided by the Congressional Budget Office.

[The information referred to follows:]

RESPONSES TO QUESTIONS SUBMITTED

Question. Would you provide HEW estimates for expenditures, number of children served, and operational costs? Please indicate where children might be counted twice.

Answer. HEW supports child care services through a number of different program authorities. The following is a breakdown for fiscal year 1977.

	Federal obligations (millions)	Children served (thousands)
SSA, title XX, social services	808.6	799
SSA, title IV–A AFDC work expense allowance (child care)	84.4	145
SSA, title IV–A, WIN	57.1	85
SSA, title IV–B, child welfare	4.7	19
Head Start	447.6	349
ESEA, title I, preschool & kindergarten programs	136.0	367
ESEA, title I–A (supplement), migrants	14.4	38
ESEA, title VI–B, education for the handicapped State grant program	7.7	260
ESEA, title VI–C early education for the handicapped	14.0	14

A few clarifications need to be made about these figures. First, it is difficult to know precisely how much money is spent per child on child care and how many children are actually served. Child care is supported through authorities that also support other services. When monies flow to a local group, such as a social service agency or a school system, it is difficult to know precisely how much of which authorized service was supported and whether the same child received a number of services. Second, cost per child across program authorities cannot be accurately compared because the nature and quality of the service differs considerably. Third, the figures for numbers of children serviced across HEW programs and particularly across Federal programs are not additive. Local programs draw monies from a variety of sources in providing a range of services. For instance, a title XX day care center probably receives food for the children it serves through the Child Care Food Program and supplements the care provided with funds from other Federal, State, local and non-government sources.

Senator CRANSTON. I would also appreciate it if, in calculating the number of children being served, you would indicate wherever children are being counted twice, for example, Head Start children who are also receiving child food services.

I note that there are some discrepancies between your estimates of utilization of the child-care tax credit and those provided by CBO. They indicate that two-thirds of the tax expenditures in fiscal year 1977 went to families with incomes over $15,000. CBO's analysis of the tax credit program indicates certain inadequacies in helping low-income families, even where they do qualify. Their report points out that for a mother working at a minimum wage job, the costs of child care in a nonprofit cen[illegible] meeting Federal standards can be more than 30 percent of her before-tax earnings. I would appreciate it if you would provide responses, for the record, to the CBO report's description of the inadequacies of existing child care tax credit in meeting the child-care needs of low-income working families.

[Information supplied for the record follows:]

Question. Would you provide a response, for the record, to the C.B.O.'s estimates, including the tax credit, in meeting the child care needs of low income families.

Answer. The C.B.O. report quotes a study showing that 3 percent of married women with children under six years of age said they would like to work but were not looking for a job because they could not arrange child care, while 11.8 percent of female heads of families with preschool-age children gave that reason for not looking for work. The C.B.O. report also points out that a substantial proportion of these women, (86.4 percent in the case of heads of families and 10.8 percent for married women) are low-income. The same report also shows that direct spending programs serve largely low-income families, while tax credit provisions benefit middle-income families. We have no data contrary to the C.B.O. report in these respects.

Senator CRANSTON. Finally, in your testimony, the increase in Head Start funds from the fiscal year 1979 requested level of $680 million to $700 million for fiscal year 1980 is included as among your list of budget proposals expanding children's services. Although I am pleased that the administration has not reduced its fiscal year 1979 Head Start request, I am sure you are aware that many Head Start supporters feel that the proposed increase from your fiscal year 1979 request to your fiscal year 1980 request will not result in an expansion of the program, but will barely allow it to keep up with inflation. I would appreciate a detailed breakdown, for the record, on the number of additional children you expect to see served with the fiscal year 1979–80 requests and an indication of what factors reflecting increases in the cost of living you have included in your calculations.

Now, I have a number of other questions for you. Sarah Weddington testified last month before the full Human Resources Committee on behalf of the Interdepartmental Task Force on Women. Ms. Weddington stated, "Employed women with young children must be assured of high quality child care, if we as a Nation are to take full advantage of the potential for improving the lives of all Americans in the future."

She further stated, "One of the chief economic factors affecting women's labor force participation is the availability of day care."

Ms. Weddington then provided the committee with the following data: In 1977, there were an estimated 6.2 million preschool children in the United States with working mothers. By 1990, Ms. Weddington stated, that figure will increase to over 10 million. She also testified that the continued movement of women into the labor force in the next decade could increase the need for child care providers by 60-percent in the next 10 years.

These estimates, incidentally, correspond very closely to predictions reached in California by a special commission formed to assess child care needs over the next 5 years. The California commission, a representative from which will be testifying later this morning, projected a 30-percent increase in the need for child care in California over the next 5 years, a figure remarkably consistent with Ms. Weddington's testimony of a 60-percent increase nationally over the next 10 years.

Do you think that these predictions are accurate?

Ms. **Martinez**. From all that I have read, Senator, they are probably correct, as accurate as they can be. I think in terms of numbers of children, we do have some knowledge of what we believe to be a decreasing number of children. That doesn't mean there won't be an increasing number of children needing day care, as long as more and more women are going to work.

But in terms of the population of children, that is decreasing. But in terms of the number of children needing day care, that perhaps will increase as long as parents go to work.

Senator **Cranston**. Do you actually have estimates of your own?

Ms. **Martinez**. We have the same estimates that almost everyone does.

[The information referred to follows:]

Question. Do you actually have estimates that the number of preschool children is declining?

Answer. The Bureau of the Census, U.S. Department of Commerce has been reporting a decline in the total number of preschool children for more than a decade. For instance, the number of children 3–5 years old declined from 12.2 million in 1967 to 9.7 million in 1976. This is a result of a continuing decline in the birth rate.

This demographic trend, however, is not as significant for early child care demand as it is for school age programs. While this trend means empty classrooms in elementary and secondary schools in the future, it means no such thing for preschools. Care for preschoolers outside the home is a choice parents make and they are choosing it in greater numbers. In fact, during the same time period that saw a substantial decline in numbers of children, an increase from 32% to nearly 50% of enrollment of these children in nursery schools and kindergartners occurred.

Senator **Cranston**. What role did Ms. Weddington have in preparing the administration's testimony this morning?

Ms. **Martinez**. The testimony was cleared with the White House and with OMB, of course. Whether Ms. Weddington was directly involved, I don't really know. She was not involved in the direct preparation.

Senator **Cranston**. Would you be able to ascertain whether she had any part in it?

Ms. **Martinez**. I think I can ascertain that.

[The information referred to follows:]

Question. Would you be able to ascertain whether she had any part in it? (Sarah Weddington)

Answer. Per Senator Cranston's request, I have ascertained that Ms. Weddington was not directly involved in preparing or clearing the HEW testimony on S. 4. However, in preparing its testimony, the Department was aware of and took into consideration Ms. Weddington's statement on the future of American women which was submitted to the Senate Committee on Human Resources on January 31, 1979.

That statement included a section discussing day care, and I have attached the relevant pages for your reference.

This Department and the Administration consider Ms. Weddington a key adviser to the President and the Administration on all women's issues. We have developed a close working relationship with Ms. Weddington and her staff, and look forward to future cooperation and consultation with her and her staff on issues affecting women.

[Excerpt from Weddington's statement of January 31, 1979, follows:]

One of the chief economic factors affecting women's labor force participation is the availability of day care. In 1977, there were an estimated 6.2 million preschool children in the United States with working mothers. By 1990, that figure will increase to over 10 million.

Parents are choosing a variety of methods to care for their children—licensed day care centers and homes, unlicensed homes, and the homes of relatives. By choice or necessity, parents have been relying on relatives in increasing numbers. Three-quarters of preschool children with mothers in the workforce are cared for by a relative, 20 percent by a non-relative and only a small percentage by day care centers. Choices for day care seem to be strongly influenced by income level, geography, and the parents' work schedules.

The Federal Government now provides day care assistance through a variety of programs. The Title XX Program offers child care services to low and middle-income families. The Work Incentive Program provides support services for AFDC mothers who need child care in order to work. In addition, AFDC recipients can presently deduct child care expenses from income for purposes of determining welfare benefits. In addition, child care services are offered by many States through their Federally assisted child welfare programs. Finally, many working parents may claim a tax credit for child care expenses when filing their Federal income tax forms.

If current parental preferences for day care arrangements remain constant, preliminary estimates suggest that the day care situation in 1990 may be described as follows:

> The number of preschool children of working mothers cared for in day care centers and nursery schools will increase by two-thirds, from 344,000 in 1977 to 575,000. These children, however, will remain a small percentage of all children in some form of day care.
>
> The largest proportion of preschool children, some 6.5 million, will be cared for by parents, relatives, or other persons in their own homes.
>
> About 17,400 day care centers and 1 million family day care homes will be needed to care for 2.2 million preschoolers.

What are the implications of these trends for the coming decade? The continued movement of women into the labor force will simultaneously increase the demand for child care and reduce the current pool of providers of low-cost care. By 1990, the need for caretakers could be as much as 60 percent more than are presently providing care. The result is likely to be an increased reliance on formal day care facilities. The capacity of such facilities to provide qualtiy child care at low-cost will inevitably influence the decision of some mothers to work.

Because of limited federal budget resources, private employers and state and local governments need to be involved in this area in order to develop day care alternatives that are responsive to work schedule demands and that are available at costs commensurate with income levels. Increased access to flexi-time and part-time employment could help some women resolve the child care dilemma. In addition, the provision of day care through sliding fee scales could relieve the particularly heavy financial burden of child care for low income women.

The future availability of day care directly affects a woman's option to seek gainful employment. In the coming decade, we hope that private employers and policy makers at all levels of government will address themselves to finding the best balance between quality child care and affordable cost.

Senator CRANSTON. Senator Humphrey, do you have any questions?

Senator HUMPHREY. No, I don't.

Senator CRANSTON. The President's 1980 budget proposal calls for the elimination of the $200 million currently earmarked under title XX for child care. This $200 million earmark currently does not have the requirement of a 25 percent State match, which generally is attached to title XX funds.

What is the administration's rationale for elimination of this earmark of funds for child care?

Ms. **Martinez**. There are several reasons. One has to do with the fact that originally that money was earmarked in order to help States to achieve standards. That is the first thing. It now has been going on for three years.

The second reason was that it is a way of increasing the amount of money devoted to day care, in view of the fact that States would have to put in 25 percent shares above the $200 million. That is not all used for day care as such.

Senator **Cranston**. What effects do you anticipate the elimination of this earmark will have on the availability of child care services throughout the country?

Ms. **Martinez**. I don't anticipate that there will be any real effect of that. I think the decisions made about the amount of money that goes to child care result from debates at the State level and from decisions made as a result of that debate and dialogue. It is not based upon whether there is 100 percent Federal match or 75 percent Federal match.

[The information referred to follows:]

Question. What is the Administration's rationale for elimination of this earmark ($200 million for day care under Title XX)?

Response. In the draft legislation which we sent to Congress in March, we proposed continuing for two years within the ceiling the special $200 million at a 100 percent matching rate. On our later examination of the ways in which the $200 million has been spent, we judged these funds have provided a priority incentive matching arrangement for the States. We have learned that many States have, in fact, used the funds for the provision of child day care services and we want to encourage their continuance. This two year period will give us time to re-examine the issue and determine whether this is the most effective way to provide this encouragement.

Senator **Cranston**. In your prepared statement, you discuss the eligibility criteria for title XX child care services and describe the upper range for eligibility in some States, like Mississippi, During the course of our hearings, many witnesses said that, although State eligibility criteria may include families above the poverty line, eligibility and actual access to services are two different matters.

In your testimony, I understand you to be talking about eligibility and not suggesting that families in the upper eligibility ranges are actually receiving services. Am I reading your testimony correctly?

Ms. **Martinez**. In some States they are. It depends upon the State. In some States they are not. In some States there are fees charged for day care, very minor fees charged for day care of those families that are below 80 percent of the State's median income. But it depends upon the State as to whether or not these families are served or not served.

Senator **Cranston**. Could you give us data back for the record? This is also for a written response. In HEW's FIDCR appropriateness report, you indicated that two-thirds of the families receiving child care services under title XX are families receiving AFDC.

[The information referred to follows:]

Question. Senator Cranston. Could you please give us a data back for the record? (Incomes of persons receiving day care in title XX, and fees paid).

Answer. (1) Incomes of persons receiving day care in title XX.

Table 1.—Upper income ranges for child day care subsidies under title XX by number of States in each range[1]

Number of States	Percent of median income for a family of four	Income range
1	Without regard to income (As a component of Child Protective Services)	
9	115	$14,000–20,448
5	90–114	13,883–19,039
13	80– 89	10,358–14,387
13	60– 79	8,441–13,648
9	40– 59	6,000–13,556
1	30– 39	4,536

[1] Source: Bureau of Census applicable median family income for fiscal year 1978. CASP's fiscal year 1978.

(2) *Fees paid.*—According to title XX Comprehensive Annual Service Program Plans, 33 states charge fees for day care services. 30 of these states impose fees for children from families with incomes below 80 percent of median family income for a family of four adjusted for family size. In a recent case study of over 400 title XX clients in 37 areas in 19 states receiving day care services, clients were asked to report on the fees they paid. Recipients of income transfers (AFDC, SSI) paid on the average a little over $1.00 a week. Income eligible clients paid on the average about $6.00 a week.

Senator CRANSTON. Please give us a breakdown of the number of non-AFDC children being provided child care under title XX, and information as to their family incomes.

[The information referred to follows:]

Question. Senator Cranston. Please give us a breakdown of the number of non-AFDC children being provided child care under title XX, and information as to their family incomes.

Answer. (1) Number of non-AFDC children provided services under title XX.

TABLE 1.—QUARTERLY AVERAGE NUMBER OF NON-AFDC CHILDREN PROVIDED DAY CARE UNDER TITLE XX BY ELIGIBILITY CRITERIA[1]

	Income eligibles	Medicaid eligibles	SSI	Total
First quarter	188,124	6,326	3,028	199,478
Second quarter	189,726	6,536	3,358	199,620
Third quarter	201,280	6,637	4,101	212,018
Fourth quarter	246,863	7,239	3,604	257,706
Average quarter	206,498	6,684	3,523	217,205

[1] Source: Social Services reporting requirements (SSRR). Fiscal year 1977.

(2) *Family Incomes*—All States provide day care for AFDC children. Alaska provides day care to all children without regard to income, as a component of child protective services.

South Dakota limits the service to AFDC and AFDC service recipients. Montana limits the service to AFDC recipients and to 30 percent of median family income for a family of four. Among the remaining 48 States, day care services are provided to children from families with incomes up to a specified percent of median family income adjusted for family size.

Data on the incomes of individual recipients are not collected. However, the table below groups the States by the highest percent of median family income entitling children from such families to be placed in day care subsidized by the title XX funds. Subsidy may be provided to non-AFDC children at any level below these incomes.

For example the median family income for a family of four in the State of Arkansas was $12,969 for fiscal year 1978. The State provided subsidized care at 80 percent of median family income for a family of four (which is adjusted for family size).

Therefore, a child from a family of four with a family income at or below $10,375 was eligible for day care subsidy under title XX.

Table 2.—Upper income ranges for child day care subsidies under title XX by number of States in each range [1]

Number of States	Percent of median income for a family of four	Income range
1	Without regard to income (As a component of Child Protective Services)	
2	AFDC, AFDC service recipients and 150 percent AFDC	
8	115	$14,000–20,448
5	90–114	13,883–19,039
13	80– 89	10,358–14,387
13	60– 79	8,441–13,648
9	40– 59	6,000–13,556

[1] Source: Bureau of Census applicable median family income for fiscal year 1978. CASP's fiscal year 1978.

Senator Cranston. In the course of our hearings, we heard testimony from witnesses from many communities and States about the lengthy waiting list for access to title XX child care programs. Has HEW any data on title XX child care waiting lists?

Mr. Osborne. We have no specific data, but that is one of the things we want to know. We are hearing these same sort of things, but we are not sure what those waiting lists are consisting of. At the same time, we are seeing great vacancies.

Senator Cranston. When will you have that?

Mr. Osborne. Within the next couple of weeks.

[The information referred to follows:]

Question. Has HEW any data on title XX child care waiting lists?

Answer. No. Some states have used a review of child care waiting list as an indication of need in the course of their title XX needs assessments, but we do not have these data.

Additionally, in the conduct of the Supply Study (a sub-part of the National Daycare Study) we looked at the issues of enrollment, attendance, and waiting lists. We found that, while centers had a licensed capacity of approximately one million children, there was an enrollment of about 900,000 children. At the same time, many of the centers had waiting lists. We found that these lists were not a reliable estimate of need. A child's name may be on a number of waiting lists, while the child may already be in care, or no longer needing care for a variety of reasons.

Our conclusion was that waiting lists were not a good indicator of national need.

Senator Cranston. HEW's FIDCR appropriateness report also states that there are more than 5 million children in family day care in the United States, but that only 2 to 4 percent of these are children receiving assistance under title XX, whereas 20 to 25 percent of the children in center-based care are supported by title XX. Can you explain this difference?

Ms. Martinez. I would have to provide that for the record. The figures don't sound correct.

[The information referred to follows:]

Question. Can you explain the difference between the national pattern of usage by form of child care (homes over centers) and the pattern for federally subsidized care (center over homes)?

Answer. There is a difference in patterns of usage by forms of care, as reported in the FIDCR Appropriateness Report. Center-based care accounted for 27 percent of parent payments, and 69 percent of title XX expenditures. The report estimates that Title XX programs accounted for 2 to 4 percent of children in family day care and in-home care, and for 20 to 25 percent of children in center care.

There are a number of possible reasons for this difference. The differences in percentages of type of care used may reflect as much the choices made by the agencies that purchase the care and the options available to them as the choices made by families that use the care. Most of the financial payments for Title XX day care go directly from the agency to the provider. Thus, when a social worker determines that a family needs child care, he or she may refer the family directly to a day care center (or another form of care) that is under contract with the agency.

Other possible factors are: parents receiving direct federal subsidy may better be able to afford center-based care; low-income parents may use center care because relatives and/or neighbors are also working outside the home and are not available for a home-based day care arrangement; and, finally, some parents may simply prefer the special characteristics of center care. In any case, the Federal policy regarding form of day care should be to promote parental choice in making this important decision.

Senator Cranston. Do you foresee any increase in funding of family day care under title XX?

Ms. Martinez. Not unless the State decided to do that, because it is their choice.

Senator Cranston. Their choice, from their funds?

Ms. Martinez. Their choice in terms of decisions about Federal funds. They can make the decision whether they will fund center-based or fund family day care.

Senator Cranston. Do you foresee them doing that in a way that calls for more Federal funding?

Ms. Martinez. If I were to think logically, and from what I have seen among the States, my assumption is that many States perhaps would fund more family day care because it is cheaper. Center-based care in many cases is much more expensive, and that means fewer children served. But that is from a logical point of view.

Senator Cranston. Census data indicates that there are at least two million school-age children without any after-school care or supervision. Does HEW now financially support any after-school child care?

Ms. Ramirez. We can supply that for the record. I think title I ESEA funds are used in some States.

[The information referred to follows:]

Question. Senator Cranston. Census data indicates that there are at least two million children without any afterschool care or supervision. Does HEW now financially support any afterschool child care?

Answer. Yes. Statistics by age of child are not collected as part of the (Social Services Reporting Requirements) system. However, based on a recent study conducted by Abt Associated Department entitled: "Day Care Centers in the U.S.", it was determined that 12.5 percent of publicly subsidized children in day care centers are 6 years old or older. Therefore, it is estimated that approximately 100,000 school age children are served in day care under title XX.

Senator **Cranston**. Could you give us that information, and include the numbers and ages of the children.

Rochelle Beck of the Children's Defense Fund, in an excellent article on child care in the January issue of the AFL-CIO American Federationist, had this to say about title XX funding of child care:

> Child care is just one of several social services title XX must provide, and hard-pressed State administrators have many incentives to balance competing interests, cut costs, and reduce services rather than to serve children well.

Ms. Beck also stated:

> Poor families may be able to find space in public programs like title XX or Head Start, but eligibility for these programs is still limited to the neediest, and only a small number of even their children are served.

What is your response to these views?

Ms. **Martinez**. I think if we can take a look at the direct spending programs, and this is in the CBO report, that in 1977 12 percent of the direct spending programs went to families at the level of $10,000 to $15,000. Another 25 percent went to families between $5,000 and $10,000. Another 60 percent went to families 0 to $5,000. If you then take the tax credit, families at the level of $10,000 to $15,000 receive 19 percent of the credit. Families from $5,000 to $10,000 receive 13 percent, and families 0 to $5,000 receive 1 percent. Totally, 33 percent of all of the tax credit dollars go to families below $15,000 annual income. These are estimates we received from the Treasury Department. But it is not as if there are no services for lower-middle-class individuals. It is true that the tax credits go more to the upper brackets, specifically the $15,000 to $30,000 range, and much less in the $30,000 to $50,000 range.

Senator **Cranston**. Do you foresee any substantial increase in the amounts of child care funded under title XX?

Ms. **Martinez**. It has been level, about 25 percent of title XX dollars for the past few years. My assumption is that it will continue, and it will continue because there isn't a categorical program in contrast to other programs. There are other funds, for aging, for the handicapped, that are categorical programs and sometimes at higher matching rates. So it would seem to me if an administrator is balancing needs and resources, he would quickly see that there are no categorical programs for day care, and therefore will continue to allocate. 25 percent of title XX is a considerable amount of money.

Senator **Cranston**. If the projections I cited are accurate of an increase in the need for child care providers by as much as 60 percent over the next 10 years, do you think that there will be a need for additional authority, or is it your position that this increased demand can also be handled by title XX?

Ms. **Martinez**. It is generally the position of the administration that we would prefer not to have additional categorical programs unless there is no other way to meet the need. What we have seen is that from 1962 to now is that we have increased the amount of child care dollars from $330,000 to $2.2 billion, and that there will continue to be increases.

Senator **Cranston**. In March of 1978, the General Accounting Office issued a report entitled, "Opportunity For HEW To Improve

The Administration Of Day Care Programs." One of the principle criticisms expressed in that report was the failure of States to use sliding fee scales for child care provided under title XX. The GAO report described one situation where a parent actuallv turned down a $50 raise because it would have increased her child's care costs from $34 to $200 a month. This type of fee schedule clearly discourages a working parent from earning as much as possible to support their family. The GAO report recommended that HEW encourage States to use graduated fee schedules to help families make an orderly transition to a non-subsidized status and that, at a minimum, HEW should publish guidelines on what constitutes a reasonable fee schedule.

What steps, if any, has HEW taken in response to the GAO recommendation?

[The information referred to follows:]

Question. What steps, if any, has HEW taken in response to the GAO recommendation (about sliding fee scales)?

Answer. A long history of efforts to devise a national fee schedule has indicated to us that fee scheduling should be left to the discretion of the States due to the varying levels of State funding for day care, the differing costs of day care in different areas, and the increasing use of special criteria for group eligibility.

In the last few years, HEW has initiated several projects which may produce materials which will provide helpful guidance to the States on fee schedules. For example, the Administration for Public Services, OHDS, has funded the Tri-State Day Care Management Project (Florida, Maine, and New York) which was completed in June 1978. Within this project, a comprehensive effort was made to track the effect of fee schedules in day care in Florida. Since the completion of the project, the State of Florida has continued to track the effect of their fee schedule, and this has influenced the fee schedule which they use. Information about fee schedules gathered in the Tri-State Day Care Management Project is being disseminated through the Interstate Management Consultation Partnership, under a grant made to the Southern Institute, Atlanta, Georgia.

In addition, The Assistant Secretary for Planning and Evaluation has commissioned and received a paper entitled "Development of Fee Schedules," which will be made available to State and local governments.

Mr. OSBORNE. We are undertaking a study now, looking at fee schedules. One of the things we have been doing informally is encouraging States to do exactly that. That is based on some of our earlier studies that indicate the same thing, that the lack of sliding fee schedules does cause those problems.

Senator CRANSTON. Would you please provide for the record of this hearing your comments on the GAO recommendations in this report?

[The information referred to follows:]

Question. Would you please provide for the record of this hearing your comments on the GAO recommendations in this report?

[HEW comments follow:]

COMMENTS OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE ON THE GENERAL ACCOUNTING OFFICE REPORT "OPPORTUNITIES FOR HEW TO IMPROVE THE ADMINISTRATION OF DAY CARE PROGRAMS"

GAO RECOMMENDATIONS

We understand that HEW is funding a number of day care studies and that such information will be used to develop new Federal day care standards. In developing such standards, we recommend that you—

Determine the minimum care needed to provide for the health, safety, and developmental needs of children and develop staff-to-child ratios appropriate for such care and

Provide guidelines to assure that the ratios are computed in a consistent manner.

DEPARTMENT'S COMMENTS

The Office of the General Counsel has been assigned Departmental lead responsibility for revising the Federal Interagency Day Care Requirements (FIDCR). The Office of the General Counsel is working closely with the Office of Human Development Services. Data from the National Day Care Center study and other research indicate that it may be possible to develop appropriate minimum standards for child care needed to provide for the health, safety, and developmental needs of children. Data from the National Day Care Center study also indicate that it is possible to decrease the costs of day care by focusing on group composition (group size and child/staff ratios) rather than solely on child/staff ratios. The study also provides data that can be used to assure that child/staff ratios are computed in a consistent manner.

Such concerns as cost, resources, and service availability, however, may affect how such standards could be implemented in practice. The Department plans a comprehensive public review of proposed FIDCR revisions and will seek the advice of State and local government representatives, family policy experts, professional organizations, public interest groups, parents, and day care providers in the development of the FIDCR revisions. Public meetings throughout the country are planned both before and after publication of a Notice of Proposed Rulemaking. Decisions on the final regulations on minimum care standards will be made only after extensive public debate. The GAO recommendatins contained in this report will form part of the public record and will be taken into account in development of the revised standards.

GAO RECOMMENDATIONS

We recommend that you (1) determine the minimum training needed to provide family home caregivers with a basic understanding of a child's developmental needs and the minimum skills needed to use such knowledge and (2) incorporate these training requirements into the interagency requirements.

DEPARTMENT'S COMMENTS

At present, training is required for caregivers by FIDCR ". . . in general program goals as well as specific program areas; i.e.; nutrition, health, child growth and development, including the meaning of supplementary care to the child, educational guidance and remedial techniques, and the relation of the community to the child." Data from the National Day Care Study reveal that formal education is not as important for child care workers as training in child-related fields (e.g. day care, early childhood education). We are therefore re-examining the kind and degree of training necessary for child care workers in day care centers as well as in family day care homes. FIDCR also requires that ". . . nonprofessional staff must be given career progression opportunities which include job upgrading and work related training and education". We are re-examining this area of the regulations with the aim of providing career training to up-grade the educational level of day care employees.

GAO RECOMMENDATIONS

We recognize that Title XX of the Social Security Act gives the States great latitude in administering their social service programs for income-eligible families. Nevertheless, we recommend that you encourage States to use graduated fee schedules that would accustom families to paying for the cost of day care and thus help them make an orderly transition to a nonsubsidized status. As a minimum, HEW should publish guidelines on what constitutes a reasonable fee schedule.

DEPARTMENT'S COMMENTS

We concur with the GAO recommendation that the States be encouraged to use graduated fee schedules because the law requires that fees be reasonably related to income, implying that persons with higher income be required to pay more than persons with lower income. States are increasingly charging fees at lower income levels, with thirty States voluntarily charging fees in 1978 for day care provided to families with incomes below the 80% State median income level (at which fees become mandatory). A long history of efforts to devise a national fee schedule, however, has indicated that fee scheduling should be left to the discretion of the States due to the varying levels of State funding for day care, the differing costs of day care in certain areas, and the increasing emphasis on use of special criteria for group eligibility. Fee scheduling often creates difficult budgetary choices for States since it would expand the pool of eligibles beyond those whose day care is fully paid by the social services agency. The States may also face the problem that administrative costs may exceed fees collected at the low end of the graduated fee schedule.

In the last few years, HEW has initiated several projects which may produce materials which will provide helpful guidance to the States. For example, the Interstate Management Consultation Partnership, under a grant made to the Southern Institute of Atlanta, Georgia. In addition, the Assistant Secretary for Planning and Evaluation has commissioned and received a paper entitled "Development of Fee Schedules", which will be made available to State and local governments.

GAO RECOMMENDATIONS

We recognize that Title XX of the Social Security Act gives the States great latitude in administering their social services programs for income-eligible families. Nevertheless, we recommend that you encourage the States to adopt policies and practices that assure that all two-parent families who qualify receive subsidized day care.

DEPARTMENT'S COMMENTS

We do not concur. The benefits for day care services to both single and two-parent familes are well understood, and services to either group are allowable under Title XX. However, given the limited nature of Title XX funds, we do not feel that we should encourage States across-the-board to favor provision of services to one group at the expense of another. Each State must do its own assessment and develop a mix of services which will best meet the needs of its citizens within services constraints.

Senator **Cranston**. Turning to training issues, how much money is HEW currently spending on training for child care providers?

Ms. **Martinez**. I don't have that information right at my fingertips, but we can get you some of that.

Ms. **Ramirez**. I might be helpful just in giving you a picture of that, Senator. As I go out in the field, I see that child care providers are getting training through title XX training resources. We also train a lot of child care trainers in Head Start. they either stay in Head Start or go on and work for another nonprofit organization after they have been trained, as well as in other child care and child systems supported by both the Federal Government and by other sources. We do not, on title XX training monies, which are controlled by the States, have a federally-supported day care training program as such, a categorical program. But through our other training efforts, including Head Start, we have created a relationship with universities and community colleges which result in the training of child care providers. One of the more remarkable stories of what has happened to child care over the last 10 years is the large numbers of women who work at very low salaries to take the time and extend themselves to acquire that kind of training, either informally or through community colleges and university sources. It is really quite a remarkable story.

[The information referred to follows:]

Question. How much money is HEW currently spending on training for child care providers? (Page 19) Would you provide for the record a breakdown of all of these expenditures, and the authority which they are spent under? (Page 20)

Answer. At the present time, these data are not available on training funded under title XX. We do know that the Federal government contributed $72 million in fiscal year 1978 for all of title XX training and that approximately 25 percent of the service dollars under the ceiling were used for day care. States do not now report their training expenditures in such a way as to identify training for child care providers. However, we are currently involved in developing a management information reporting system that will yield the discrete data regarding the types of training provided specific categories of agency and provider staff. We would be pleased to provide these data at such time as they are available. The authority under which title XX funds are expended is Public Law 93-647 and more specifically 45 CFR 228.80. Head Start expenditures in this area reflect both training *and* technical assistance and it is difficult to separate out what might be identified as strictly technical assistance. Of the $25,950,000 spent in fiscal year 1978 on training and technical assistance, we do know that $6 million was spent on formal training for the "Child Development Associates" program and for the training of Head Start Staff in other areas. The remainder of the funds were spent on a variety of programs that might be considered part training, part technical assistance. This would include short training institutes for all type of Head Start personnel, short seminars, and so forth. It is difficult to identify exactly how much of this nearly $26 million was spent on training for the classroom caregivers. The authority under which this was spent was the Economic Opportunity Act of 1964 as amended most recently by Public Law 95-568. Additionally, there are a number of programs administered through the Office of Education that include training of caregivers as a component or allowable activity.

The Indian Early Childhood Education Program, authorized under Public Law 95-561, operates twenty-one early childhood education programs. These can and do include in-service and pre-service training for personnel. There is no data available on the amount of funds spent for this purpose, but an estimate given is between $1500 and $2000 per program. The total budget for the program for fiscal year 1979 is $2.5 million.

The Consumer Homemaker Education Program, authorized under Public Law 94-482, provides funding on a state formula grant basis, for training students in homemaking, which includes parenting education, and for occupational preparation in fields related to early childhood education and parenting. The budget for fiscal year 1979 is $40 million. Under present reporting practices, there is no way to identify how much of this is spent for care-giver education.

The Handicapped Children Early Education Program, authorized under Public Law 93-230 as amended by Public Law 95-47, provides for demonstration programs in early childhood education for handicapped children. Approximately one-half of the fiscal year 1979 budget of $22 million is used for training caregivers.

Under Education for the Handicapped, Division of Personnel Preparation, approximately $6 million will be spent in fiscal year 1979 for training pre-school teachers working with handicapped children, and approximately $1 million will be spent in the same period to train support personnel and para-professionals.

Senator CRANSTON. Would you provide for the record a breakdown of all of these expenditures, and the authority which they are spent under?

The administration has proposed, in its fiscal year 1980 budget proposal, to establish a ceiling on all personnel training costs under title XX. States, under the administration's proposal, would be limited to a spending on training of an amount equivalent to 3 percent of their title XX allotment. Why is the administration proposing this ceiling?

Ms. MARTINEZ. There has been a great expansion of title XX spending in the last few years. We are also taking a serious look at who is being trained, how they are trained, for what they are being trained. We think we need to have those questions answered. There is some question whether all of the training money in some States has in fact gone to training, or what. But we do have a major effort under way with respect to all training in the Office of Human Development Services, not just title XX. We felt that it was time to put a cap, because the projected expenditures, which in another year would be $110 million—it was a feeling that in these particular times of austerity, that we needed to have some control over that expenditure.

Senator CRANSTON. I believe our hearings have demonstrated that there is a great unmet need for training of child care providers. What is your view on this issue?

Mr. **Osborne**. I understand the basis of the question. While we are proposing a cap, the Department is looking at liberalizing training regulations to get at what you are pointing to, that is, training of caregivers. Our regulations have been rather restrictive. One of the things we are trying to address is training, not only caregivers, but those in day care centers beyond the direct caregivers.

Ms. **Ramirez**. I might add that, as we have been going through the development of day care centers, we have heard also from caregivers and State administrators and child care advocates, that there is a great need for us to provide that kind of training as well as training to people who manage day care systems. We have listened very, very carefully to that request. We understand it is a developing field, and it is a field in which the standards of excellence are being rearticulated daily. All of us working on the FIDCR policy group have listened to that. As part of the President's budget, there was $2 million earmarked for a startup in that area, within the ACYF budget. I can safely say that that issue will be looked at very carefully I don't think we will walk away from it casually.

Senator **Cranston**. What effect do you anticipate that this new title XX training ceiling will have on child care training programs?

Ms. **Ramirez**. I will let my colleagues answer that question.

Mr. **Osborne**. I don't think the issue is so much the ceiling as what it will go to within day care, and whether we will be able to liberalize the training regulations. My guess is as soon as we are through with internal discussions and debate, that day care training will increase in spite of having a ceiling on training funds.

Senator **Cranston**. The President's fiscal 1980 budget proposal also calls for a $4 million cut in fiscal year 1980 from the fiscal year 1979 request for research and training funds for children's programs carried out by the Administration for Children, Youth, and Families. How will these cuts affect child-care-related research and training programs?

Ms. **Ramirez**. Those cuts will cause us, Senator, to look more carefully at what we do with that money. As you know, the child welfare R. & D. pot not only supports day care R. & D., but also our child welfare R. & D. We have been doing a lot of work in that area. I think one of the hopeful signs is that we have spent a great deal of that money in the past in funding what were very costly day care policy research studies. I think with the development of the new standards, we are reaching a point where we won't have to invest in those costly day care research studies, and we can go on to using that money more effectively. We think we will be doing better with the money we have, both in terms of day care and child welfare research. But I can't honestly say to you that that small amount of money is going to fill the need. But coupled with the title XX money, if we can fashion systems, if we can fashion approaches to training which are more effective, which can then be used with the title XX monies, we will have less of a helter-skelter training system and one that is more coherent and more what our research indicates is the need.

Ms. **Martinez**. Let me add something to this, because I think it is important. When you are dealing with a budget, you have to

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decide what you are going to increase and what you will decrease. Our choice has always been to increase on the service side, to provide more services, rather than on the research side. That was one of the factors in the budget.

The second thing which you should know is that we have in the 2 years we have been here, done considerable analysis of what we have been funding in terms of research, what really was policy-relevant, what really was going to contribute to a better system, whether child care systems or aging systems. There was a sufficient number of projects which we could cut to have a better utilization of our resources. The Carter administration really has, as one of its hallmarks, better management, better utilization of its dollars. This is one area in which better management and better utilization of dollars was desperately needed.

Senator **Cranston**. In March of 1978 the General Accounting Office issued another report, which is entitled, "Administration For Children, Youth, And Families—Need To Better Use Its Research Results And Clarify Its Role." I know that you are familiar with this report, and its criticisms of HEW's failure to disseminate and assist in the utilization of research and demonstration projects' findings, including those in the area of child care. I won't go over the inadequacies the GAO found in HEW's activities, but, I would like to review with you HEW's response to GAO's criticisms.

The Department's response, which is contained in the appendix to the GAO report, indicates that HEW concurred with GAO's contention that more should be done to disseminate the results of its research and demonstration projects, but stated that, "Additional efforts will require increased staff and funding resources, and an expansion of the Department's authority to include the direct provision of technical assistance and training."

Would you explain exactly how you intend to provide necessary training and technical assistance, and improve the dissemination of the results of your research and development projects in the area of child care, without the new authority and resources which HEW itself cited as needed in its response to the GAO's criticism?

Ms. **Martinez**. I think there are a number of things that we have already done. One, we have really taken a very serious look at what training we were funding and who was getting training. We are still continuing that investigation. We certainly looked at what we call technical assistance. To quote one of the State administrators, "It was either policing or socialization in terms of much of the efforts on the part of the administration." We have in the Office of Human Development taken a very serious look at the technical assistance. Our regional offices have been restructured, not to spend more time on administrative, in-house kinds of activities, but spending much more time with the States and with our grantees. We will be proposing in the next month, a series of technical assistance efforts around particular functions. One will be day care. Another will be in terms of planning and needs assessments. A third will be with respect to foster care. Another will be with respect to transportation. We have never had objectives with respect to technical assistance. We were never able to measure what that was all about. We have more clearly defined what that meant. We have more clearly organized our regional offices, so that that is their main function. And we are setting some very clear priorities with respect to what we will do. We can not do everything, but one of the things we can do is to provide technical assistance in a much more efficient manner, using the research which we had funded over the past few years.

Senator CRANSTON. Thank you very much.

Senator Humphrey has some questions.

Senator HUMPHREY. On page 2 of your testimony, in the third paragraph, you use the term "quality child care." What is quality child care?

Ms. MARTINEZ. There are a lot of elements of child care which have to do with the emotional development of children, the physical development of children——

Senator HUMPHREY. Would you start that again?

Ms. MARTINEZ. There are many elements of child care, including the emotional development of children, the physical development of children, the intellectual development of children. Quality certainly addresses those aspects of a child's development. If, in my mind, it is quality child care, it does increase the intellectual development. It does help in their emotional development and physical development, through nutritional services, and certainly through the kind of health services we provide. The immunization in Head Start—over 95 percent of the children are immunized. That is a much higher record than all children across the country, although with the latest efforts of the Secretary, we are doing much better. In measuring the developmental achievements of children, we find that the quality of the child care givers is perhaps one of the most important elements. If they have had courses in child development, then they do much better. We also have a lot of information on the effects of group size.

Senator HUMPHREY. Is it fair to say in supporting this bill, that its sponsors propose to go beyond simply providing a place where children can be cared for during the day, to something new —some sort of new concept in which the emotional and physical development which used to be the concern of parents, is now that of the Government?

Ms. MARTINEZ. I don't think it is. If you take a look at the bill which the Senator has introduced, he is very careful to make it very plain that this is not the Government taking over child care. It is providing services to children. When children are so long out of the home nowadays, and it is not 10, 30, or 40, but 60 hours, depending on the amount of work and transportation, there is some sense that children do need to have developmental activities during the day. If they don't get it at a day care center or a family day care center, where are they going to get it?

Senator HUMPHREY. The answer is, you want these programs not really to be programs—these facilities need to be not merely facilities where parents can leave children while at work, but facilities in addition that will have as their purpose the development, emotional and physical development of children?

Ms. MARTINEZ. When that is appropriate, yes.

Ms. RAMIREZ. I want, if I could, to add a little to that. I have spent a lot of time thinking about this issue, and I think the bottom line is that children don't stop developing. Children are developing constantly If they are left in a place, they could be left in a corral and they still would be developing. I think, as I have talked to parents across the country, there are some basic things that parents want. One, they want to know, when they leave their children in a center, that the person is in relatively good health, that the person has a liking for children, that the person will not be overwhelmed by numbers and other kinds of responsibilities, that the child will be attended to when he becomes hysterical or has a fight with another kid, or is feeling ill. They would like to have the assurance that if a child is going to be feeling ill, that they will be contacted. They would like to have the assurance that they will get some information about what happened to the child while they were there.

Parents really would like to have some sense of confidence and assurance about what is happening to the child in the alternative child care arrangement. It happens when kids were left with relatives. But the most important thing to consider, as you think about this bill, is that there is no way, whether a child is left with a grandmother or whether with a family day care provider, or in a center, that you can say the development is not occurring. Kids are continually developing. Either it is in an enriched environment, where kids can explore things and not sit in front of a television set all day long, or it is an environment where nobody pays a great deal of attention to what is happening to them. I don't think any of us who care about what happens to children in day care arrangements are envisioning a structured, national curriculum which would lead a child to achieve in a highly pressured environment, either intellectually or in terms of values or any other. We are talking about a place in which children can develop at their own pace, in a fairly warm and secure environment, and in which parents will have some sense of confidence that what is happening to their child is not damaging. That is what good child development is all about.

Senator HUMPHREY. Thank you.

Senator CRANSTON. You posited your second question by saying, "in support of this bill." It is not my impression the Administration supports the bill.

Ms. RAMIREZ. We do support good child care, wherever it exists.

Senator CRANSTON. Second, on the point you were making substantively, I would certainly not support, and this bill certainly does not propose, forcing anything on any family. What I hope we can achieve is an offering of a range of options with great diversity from which families may choose. But nothing is forced on anybody, child or adult.

Senator HUMPHREY. Ms. Martinez, your Department, if this bill would be passed, your Department would be charged with carrying it out?

Ms. MARTINEZ. That is correct.

Senator HUMPHREY. And it would be your aim to achieve quality child care. Is that correct?

Ms. MARTINEZ. It would be one of our aims, yes.

Senator HUMPHREY. And this program, like all others emanating from the Federal Government, would involve standards which the States have to ensure were met. What sort of standards would you prescribe to ensure that, with this money we spend, we achieve quality child care?

Ms. **Martinez**. You need to know that there are already standards. What we are doing is revising those standards in light of the research that has been completed. My assumption is that we will address the composition of the group. We will address all of the health and safety elements.

Senator **Humphrey**. Part of the standards will involve certain ratios or sex quotas. Is that correct? You said something about composition.

Ms. **Martinez**. One of the results of our research has found that it is not so much the staff-child ratio that is important, although that is important, but what is important is the size of the group of children being cared for, and that the optimal group size is not over 14 to 18 children and 2 care givers.

Senator **Humphrey**. Would you expand on what other standards you might proffer?

Ms. **Martinez**. I will let Ms. Ramirez answer.

Ms. **Ramirez**. To a certain extent, we are currently involved in defining what are minimal standards of quality child care——

Senator **Humphrey**. May I ask that you be as direct as possible? We all fall into bureaucratic language. I would like to get right to the heart of this. The purpose of this certainly is to achieve quality child care. What standards will you impose on States to make sure they achieve this quality child care? Are you going to require the teaching of things, certain physical exercises? You talk about emotional development. What standards are you going to prescribe under this program that would relate to the emotional development of children?

Ms. **Ramirez**. We will issue a Notice of Proposed Rulemaking around the standards by mid-May. We are looking at a number of elements, group size—we are looking at training of care givers, whether or not we should require supplemental services.

Senator **Humphrey**. Such as?

Ms. **Ramirez**. Such as health. Should we require, for example, that there be a nurse or should we require that the center staff simply know where health services are available. Should we require immunization from the center, or simply require that the center determine that immunization has occurred. We are looking at nutritional standards, for example. Should we get to the degree of specificity around RDA's, or should we have a directive that says there will be healthy meals.

All of these issues, and I have probably left a few out, do not envision a set of day care standards that would program what needs to be taught to a child. It is my hope that we will require centers to have a plan, for how they will interact with the kids during the day and eliminate kids running the center, rather than the center knowing and guiding what kids are doing.

Senator **Humphrey**. Ms. Martinez, though I am a newcomer, I realize the difference between the authorizing process and the funding process. Nevertheless, can you give us some idea of what this would cost taxpayers under this bill? Section 14 of the bill says that there are authorized to be appropriated for fiscal 1980 such monies as may be necessary.

Ms. **Martinez**. It depends on what is actually required in the bill eventually. I think the CBO study which talked about different options in terms of child care, gives a number of figures. According to estimates in that study, a categorical day care preschool initiative for 3- and 4-year-olds, such as an incremental Federal Government program they think would cost between $4 to $9 billion.

Senator **Humphrey**. What is that document?

Ms. **Martinez**. This is the Congressional Budget Office Report.

Senator **Humphrey**. I can save time by having my staff get that.

Senator **Cranston**. What you are beginning to read is on a different program, so that wouldn't directly answer his question. Let me rephrase the question that Senator Humphrey asked you.

If this bill was enacted, roughly in the form it is now in, what amounts do you think States could use effectively during the first year; and, let me add, before you answer, where it says "such sums as are needed" I want you and others present to understand that that language was used because I was unable, and my staff was unable and others were unable to have any firm feel as to what an appropriate figure would be in there. We have no intention of reporting out a bill that has "such sums." We will insert some figure. It may be a very low figure, or conceivably we will report it out without any figure for the first year. But there will be certainly no suggestion of a blank check.

Getting back to the question, what could be effectively spent during the first year?

Ms. **Martinez**. I think we would need to supply that for the record.

[The information referred to follows:]

Question If this bill were enacted, what amounts do you think States would use effectively during the first year?

Answer. In considering the cost of administering this bill, it enacted, I believe we need to make a distinction between those provisions associated with upgrading the day care system and those provisions aimed at providing more subsidized child care.

In the same way that the costs of providing child welfare services to children at home may well be substantially less than the costs of AFDC and foster care maintenance payments, efforts to make system improvements in child care could be done with relatively modest numbers of dollars perhaps $5-50 million, while providing any subsidized care to appreciably greater segments of our eligible population could involve a major commitment in funds.

Because the bill is drafted so as to tie all parts of the bill together for funding purposes—with each part receiving a percentage of the total appropriation—it would be essential to clarify intent as to how many additional children would be subsidized for child care. If we are talking about providing subsidized care for all children under six years of age in single parent working families or with both parents working with incomes below the poverty level, that is one figure, (1,122,000 children). The same population for families whose gross income is under $15,000 is 3,443,000 children. The number of children currently receiving direct or indirect Federally subsidized day care under Titles XX, IV-A/IV-c, IV-B and IV-A (income disregard) is, at most, 1,045,000. Therefore, a program authorized under this bill could be serving somewhere between 77,000 or nearly 2.5 million additional children. If it now costs approximately $1,000 per child served in full or part-time care, the bill could cost somewhere between $77 million and $2.5 billion for the services provided under the state grant program. If Congress opted to serve a wider population, the numbers of children and costs would increase, of course.

Because of the language in the bill tying together funding for the various parts of the bill, it would be necessary first to determine how broad a population will be served before an estimate can be made of the total costs.

Senator **Cranston**. That is fine.

Senator HUMPHREY. Thank you for that explanation, Mr. Chairman. Unfortunately, I have another appointment. I will have to leave.

Senator CRANSTON. If you could answer that question for the two of us within 2 weeks, I would appreciate it. I will have a number of written questions on the GAO report entitled "Early Childhood and Family Development Programs—Improving the Quality of Life for Low-Income Families."

Thank you very much.

We will now call the next panel. I regret that we won't have much time. I will have to hold each panel to consuming a little less than a half-hour.

Our first panel will consist of Earl Franklin, who will be accompanied by Paul Frinsthal and Phil Riggin.

STATEMENT OF EARL D. FRANKLIN, Jr., CHAIRMAN, COMMISSION ON CHILDREN AND YOUTH, THE AMERICAN LEGION; ACCOMPANIED BY PAUL FRINSTHAL, DEPUTY DIRECTOR, CHILDREN AND YOUTH DIVISION, AND PHIL RIGGIN, ASSISTANT DIRECTOR, LEGISLATIVE DIVISION

Mr. FRANKLIN. Mr. Chairman and members of the subcommittee:

There is perhaps no other trend occurring in this country today that threatens the very basis of our society as does the "disintegration of the American family." Those of us who have sought to explain this trend have found it to be the result of economic, social, and technological developments which are undeniable realities of the modern world. Many of us are satisfied with the quality of life that these developments have created, and we all realize that the inertia of moving ahead makes it impossible to either disregard or reverse these developments. However, we must be aware that as modern society continues to exert pressure on the integrity of the American family it possesses the capability of exploiting our most valuable resource—our children.

The American Legion has for quite some time recognized the need to augment child-rearing at home by providing child care services outside the home. In 1965 our organization pledged the support of its 16,000 posts across the Nation to cooperate with agencies having day care responsibilities in making licensed facilities available to children. In 1974 the American Legion reaffirmed its position by seeking legislation in every State to establish licensing procedures for child care.

It is readily apparent that the need for child care services is growing and that a Federal effort to coordinate such services is the most effective way to meet the need. We, therefore support the bill now before this subcommittee.

I will, however, identify for you the provisions that our organization believes must be included in the legislation to be reported out of this subcommittee. I intend to outline them and then expand upon each point during a section-by-section analysis of the bill.

First, the rights of parents to rear their children without governmental intervention must be guaranteed. The responsibilities of parents to their children are sacred and must be so treated by the Federal Government.

Second, there must be a relative standardization and upgrading of child care services based upon Federal guidelines, but we are particularly sensitive to unrealistic regulations. The requirement of licensing to set minimum standards is important, but regulations must not be so stringent that they discourage the establishment of additional child care facilities.

Third, we agree with the concept of providing diversified child care services, but everyone involved in developing this approach must exercise caution to insure that guidelines are flexible enough to address local demands for such diversification. We are concerned over the application of unrealistic regulations to guarantee a wide variety of services in areas where traditional services are perfectly adequate; for example, in rural communities which may lack the academic resources to develop the technical expertise of more sophisticated urban programs.

Fourth, there must be an information and referral mechanism to assist parents, child care providers, and local agencies. Maintenance of an effective information and referral network translates into public acceptance of the program by presenting the entire concept in understandable terms for the individuals across the Nation whose participation is needed to make it work.

Fifth, we firmly believe in the "sliding scale" system of paying for services under this act. Those parents to receive relief under provisions of this legislation rightfully deserve financial assistance in order to remain in the labor force, but they should be "weaned away" from such assistance in accordance with their increasing financial security.

Sixth, it is imperative that the provisions of this child care legislation be quite specific in dictating a coordination between this program and existing ones which also allocate funds for child care.

Our analysis of section 5 reflects general agreement with the proposed national administration of the act to include the composition of the National Advisory Panel. However, our persistent fear of overregulation arises again here in the language of subsection (c) which discusses the creation of regulations governing "group size and composition in terms of the number of teachers and the number and age of children."

We are aware that HEW is now finalizing its examination of the Federal interagency day care requirements, and it appears that a rather consistent staff/child ratio has been shown most effective in Federal and nonfederal programs across the country. That ratio is one staff member to every seven children. However, contrary to earlier assumptions, there now seems to be no compelling reason to staff a federally-supported child care center with someone who has an advanced academic degree. Specialty training in child development and child care is sufficient to run a successful center.

We do hope that standards developed under the authority of section 5(c) are reasonable in their treatment of the qualifications of child care providers.

Mr. Chairman, our organization wholeheartedly agrees with section 6, and we believe it to be crucial to the survivability of the proposed program. Improvements in the delivery of adequate care to children with special needs must be achieved if this or any other similar program is to maintain a degree of cost effectiveness.

The objective of section 7, to improve State licensing procedures, is of critical importance to the entire program. We believe that the development of a Model State Licensing Act, based upon a comprehensive review of input from the various States, is an appropriate technique by which to achieve a relative standardization across the country.

We are particularly impressed with section 8 of the act, providing grants for training and technical assistance. It is also interesting to note that an allocation of funds has been specifically set aside for these activities.

Mr. Chairman, we commend you and your colleagues for emphasizing the Federal Government's financial responsibility to train people for the special skills needed in providing strong developmental child care. The provisions of this section, to target low-income parents and unemployed elementary school teachers for such training are especially noteworthy.

Demonstrated governmental leadership in this training and technical assistance area might do more than any other single initiative to encourage private sector involvement through such things as foundation or corporation grants. We sincerely hope that funding under section 8 is properly publicized to maximize the potential for private sector cooperation.

Mr. Chairman, in closing I wish to restate our organization's concern for the welfare of children across the Nation who are left unattended and unsupervised while their parents work. It is an economic fact of life, a situation which is not likely to improve without governmental remedies.

We applaud those efforts already made through such programs as Head Start and social service grants under title XX. Yet each of these, as well as several others under title IV, are directed toward those families at or near the so-called "poverty line." Now, through the introduction of the Child Care Act of 1979, another portion of our population has been targeted for Federal assistance. The need for such assistance among low- and middle-income working families is, in our opinion, uncontestable, and we believe that the pending legislation is an effective measure by which to deal with this need.

Mr. Chairman, I am delighted to have had this opportunity to present the American Legion's position on the Child Care Act of 1979, and I will be happy to answer any questions the subcommittee might have.

[The prepared statement of Mr. Franklin follows:]

Statement of

The American Legion

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by

EARL D. FRANKLIN, JR., CHAIRMAN
COMMISSION ON CHILDREN & YOUTH

before the

SUBCOMMITTEE ON CHILD & HUMAN DEVELOPMENT
COMMITTEE ON HUMAN RESOURCES
UNITED STATES SENATE

on

THE CHILD CARE ACT OF 1979

February 21, 1979

Mr. Chairman and Members of the Subcommittee:

There is perhaps no other trend occurring in this country today that threatens the very basis of our society as does the "disintegration of the American family". Those of us who have sought to explain this trend have found it to be the result of economic, social and technological developments which are undeniable realities of the modern world. Many of us are satisfied with the quality of life that these developments have created and we all realize that the inertia of moving ahead makes it impossible to either disregard or reverse these developments. However, we must be aware that as modern society continues to exert pressure on the integrity of the American family it possesses the capability of exploiting our most valuable resource--our children.

The American Legion has for quite some time recognized the need to augment child-rearing at home by providing child care services outside the home. In 1965 our organization pledged the support of its 16,000 posts across the nation to cooperate with agencies having day care responsibilities in making licensed facilities available to children. In 1974 The American Legion reaffirmed its position by seeking legislation in every state to establish licensing procedures for child care.

It is readily apparent that the need for child care services is growing and that a federal effort to coordinate such services is the most effective way to meet the need. We, therefore, support the bill now before this Subcommittee.

We are aware that during hearings held last year by the Subcommittee and during the one held earlier this month there were numerous accounts of where the demand for child care services far exceed the supply of such services. National statistics generated by HEW and other organizations are certainly revealing and point to the need for immediate, effective action. I, therefore, will not bore you with a recitation of more figures.

I will, however, identify for you the provisions that our organization believes must be included in the legislation to be reported out of this subcommittee. I intend to outline them and then expand upon each point during a section-by-section analysis of the bill.

First, the rights of parents to rear their children without governmental intervention must be guaranteed. The responsibilities of parents to their children are sacred and must be so treated by the federal government.

Second, there must be a realtive standardization and upgrading of child care services based upon federal guidelines but we are particularly sensitive to unrealistic regulations. The requirement of licensing to set minimum standards is important but regulations must not be so stringent that they discourage the establishment of additional child care facilities. I will discuss this in detail later in my statement.

Third, we agree with the concept of providing diversified child care services but everyone involved in developing this approach must exercise caution to insure that guidelines are flexible enough to address local demands for such diversification. We are concerned over the application of unrealistic regulations to guarantee a wide variety of services in areas where traditional services are perfectly adequate; for example, in rural communities which may lack the academic resources to develop the technical expertise of more sophisticated urban programs.

Fourth, there must be an information and referral mechanism to assist parents, child care providers, and local agencies. Maintenance of an effective information and referral network translates into public acceptance of the program by presenting the entire concept in understandable terms for the individuals across the nation whose participation is needed to make it work.

Fifth, we firmly believe in the "sliding scale" system of paying for services under this Act. Those parents to receive relief under provisions of this legislation rightfully deserve financial assistance in order to remain in the labor force but they should be "weaned away" from such assistance in accordance with their increasing financial security.

Sixth, it is imperative that the provisions of this child care legislation be quite specific in dictating a coordination between this program and existing ones which also allocate funds for child care. It is our understanding that there is already more than $2 billion being spent annually by the federal government on such programs. If the effectiveness of a coordinated effort to provide child care can be proven its reception by the public will be significantly enhanced.

Within the framework of the six points just mentioned I wish to proceed with our organization's analysis of S. 4.

Section 4 of the bill which delineates "state activities" is a rather comprehensive list of instructions to the states explaining the requirements of participating in the program authorized by the Child Care Act. These instructions provide an attractive opportunity for two-way communication between the states and the Secretary of HEW. It is, however, necessary to insure that the reporting requirements under Section 4 do not result in the duplication of reporting requirements to comply with provisions under Title XX, Head Start, or similar programs.

Section 4's establishment of State Advisory Panels is also an attractive proposal which, if properly carried out, will go far to insure that State Plans are responsive to the needs of both parents and providers. Composition of the Panels with a mix of parents, providers, and child development specialists is a reasonable guarantee that state administering agencies will receive appropriate guidance in the creation and revision of their respective State Plans. It is also reassuring that efforts are being made to restrict payments for state administrative activities; thereby, insuring that necessary funds are directed toward the provision of child care services. However, one component of these Plans--establishment of license standards--is a particularly delicate matter. We sincerely hope that parents and providers actively assume their roles on the Advisory Panels to see that license requirements are flexible enough to realistically address the particular needs of specific localities within the states.

For example, we learned recently of a young woman who founded a child care center in a rural area of a western state but was forced to shut down operations after a period of time. She cited several reasons for her failure to keep the center open but her major obstacle was getting a state license. She was required to maintain at least one person on staff who had a masters degree in social work. There simply was no one in the area who possessed these technical credentials nor was there anyone with such credentials who would willingly relocate to the area. I do not know the specific needs of the children who received care in her facility but I have to believe that there are localities across the nation which could be serviced by facilities with staffs composed only of para-professionals. To demand a staff mix of certain professionals to meet license requirements without regard to the availability and absolute need for such professionals, in our opinion, fails to address the realities of rural America as well as certain deprived areas in the nation. Furthermore, such inflexible license requirements discourage the establishment of child care facilities; thereby, denying child care services to fully qualified families.

Our analysis of Section 5 reflects general agreement with the proposed national administration of the Act to include the composition of the National Advisory Panel. However, our persistent fear of overregulation arises again here in the language of subsection (c) which discusses the creation of regulations governing "group size and composition in terms of the number of teachers and the number and age of children".

We are aware that HEW is now finalizing its examination of the Federal Interagency Day Care Requirements and it appears that a rather consistent staff/child ratio has been shown most effective in federal and nonfederal programs across the country. That ratio is one staff member to every seven children. However, contrary to earlier assumptions, there now seems to be no compelling reason to staff a federally-supported child care center with someone who has an advanced academic degree. Specialty training in child development and child care is sufficient to run a successful center.

We do hope that standards developed under the authority of Section 5(c) are reasonable in their treatment of the qualifications of child care providers.

Mr. Chairman, our organization wholeheartedly agrees with Section 6 and we believe it to be crucial to the survivability of the proposed program. Improvements in the delivery of adequate care to children with special needs must be achieved if this or any other similar program is to maintain a degree of cost effectiveness.

The objective of Section 7 to improve state licensing procedures is of critical importance to the entire program. We believe that the development of a Model State Licensing Act, based upon a comprehensive review of input from the various states, is an appropriate technique by which to achieve a relative standardization across the country.

We are particularly impressed with Section 8 of the Act providing grants for training and technical assistance. It is also interesting to note that an allocation of funds has been specifically set aside for these activities.

Mr. Chairman, we commend you and your colleagues for emphasizing the federal government's financial responsibility to train people for the special skills needed in providing strong developmental child care. The provisions of this Section to target low-income parents and unemployed elementary school teachers for such training are especially noteworthy.

Demonstrated governmental leadership in this training and technical assistance area might do more than any other single initiative to encourage private sector involvement through such things as foundation or corporation grants. We sincerely hope that funding under Section 8 is properly publicized to maximize the potential for private sector cooperation.

We essentially agree with the provisions of Sections 9, 10, and 11 regarding state allotments, the payment mechanism, and the witholding of funds for failure to comply with State Plans.

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It would appear that the requirements of Section 12 regarding follow-up evaluation of the Act by the HEW Secretary are sufficient to adequately monitor the program's effectiveness; however, this task is more easily assigned than accomplished. In light of ongoing programs such as Title XX and Head Start it seems that there would necessarily be some "cross over" in evaluation procedures. It, therefore, would be quite difficult to separate evidence of this Act's effectiveness from similar evidence when evaluating the other programs. In fact, if all these efforts to provide child care were to be properly coordinated I see no reason to evaluate them separately. However, I am no expert on bureaucratic capabilities in this area and I would defer to anyone else who could shed some light on the matter. Our overriding concern with Section 12 is a basic perception that some of the requirements contained therein are potentially a duplication of similar requirements already in existence.

Mr. Chairman, our organization has no substantive argument which the distribution of funding as authorized by Section 14 except that thought should be given to a reduction of the 10 percent category for carrying out Sections 5, 8(b) and 12. It appears to me that, if properly coordinated with existing HEW expertise in child care, a significant portion of national administrative costs could be shared with existing operations. I would rather see this 10 percent category reduced and the savings be disbursed to implement State Plans.

If it is determined that such an adjustment is unwise at the time of enactment then I would hope that due consideration be given to making an adjustment of this sort at some point several years thereafter when a greater efficiency in national administration of the Act is achieved. From our review of the bill it seems that the greatest demand for national administrative funds would be during the initial phases of implementation when a substantial exchange of information between the state and federal levels would be required. After this "educational" phase is completed I see a diminished need for administrative manpower and, therefore, money.

Mr. Chairman, in closing I wish to restate our organization's concern for the welfare of children across the nation who are left unattended and unsupervised while their parents work. It is an economic fact of life, a situation which is not likely to improve without governmental remedies.

We applaud those efforts already made through such programs as Head Start and social service grants under Title XX. Yet each of these as well as several others under Title IV are directed toward those families at or near the so-called "poverty line". Now, through the introduction of the Child Care Act of 1979, another portion of our population has been targeted for federal assistance. The need for such assistance among low and middle income working families is, in our opinion, uncontestable and we believe that the pending legislation is an effective measure by which to deal with this need. The bill offers some very sound proposals which not only apply to the care of children with working parents but to existing child care programs as well. In reviewing the bill we, of course, also reviewed these other programs and found a somewhat fragmented approach to child care which appears to be in need of some reorganization and coordination. We know of perhaps a dozen ongoing efforts to provide some degree of child care although child care is not their primary purpose. This leads us to believe that some administrative and technical expertise is wasted through duplication and it, therefore, leads us to believe that existing funds are not being as effectively spent as they might otherwise be.

Mr. Chairman, I am delighted to have had this opportunity to present The American Legion's position on the Child Care Act of 1979 and I will be happy to answer any questions the Subcommittee might have.

Senator Cranston. Thank you very much. As a long-time member of the Legion, I am very proud of your testimony. I know the exhaustive effort you made to consult widely all across the Nation, to make sure this position was truly representative within the Legion. I congratulate you. That is truly a help to us. I cannot underestimate the importance of your support for this general concept, and the help it will bring to the effort to deal with the problem. I thank you very much.

I just have a very few questions that I do have to ask you, and your brevity in your statement gives me the time. I thank you for that.

As I have introduced S. 4, section 3 makes specific our intention that nothing in the act be construed to authorize any public agency, any private organization, any individual, to interfere with or intervene in any childrearing decisions. Concern has been expressed in the past that previous child care initiatives may not have been as specific with reference to the intentions of the program on the relationship between parents and children. Can I conclude from your support of S. 4, that you have reviewed the bill carefully with this particlar point in mind, and that you have found the bill satisfactory with respect to protecting parental rights?

Mr. Riggin. Mr. Chairman, we do in fact believe that is the case. We believe that the specific statement of protection of parental rights in rearing their own children, as stated in the proposed act, is a particularly important thing. Then the listing of the provisions within the act itself, sort of follows that up. We believe that the statement of that protection of rights is all-important. We do believe that S. 4 complies with that.

Senator Cranston. Thank you very much. It is helpful to have your views on that particular point.

One of the main points which went into this bill was to make sure there was diversity. I am sure that the Legion, as a national association, is keenly aware of the various regional differences that exist. Would you agree that providing for diversity and a range of options is the appropriate approach to take, and if so, do you believe that the program provides for program diversity?

Mr. Franklin. Yes, we do. We believe that every area of the country has a bit different circumstances. We are concerned that in some instances, if we require a child care center to have a Ph. D., a psychologist, and a few other individuals, it would be impossible for a day care center to survive. We believe we need flexibility to meet the individual needs of the communities all across the country. We are aware of one instance of a western State where a day care center was forced to close, because they did not have the expertise available locally and were unable to have an expert relocate in their community, and consequently that day care center was forced to close.

Senator Cranston. That is also helpful for us to know.

As introduced, S. 4 authorizes, as I indicated in my discussion with Senator Humphrey, "such sums" as may be necessary for carrying out the provisions of the act. I made the point that we don't intend to let it go as "such sums." We will insert a figure, or perhaps no figure, conceivably, for the first year. I am sure you agree with me that we must balance the Federal budget as quickly as we can. I am confident that you also believe that we must not do so at the expense of children, elderly individuals, or disabled veterans. I would like to ask this: Does your support signify, if this is indeed your view, as I tried to put it, that with respect to the needs of children you would support appropriate, reasonable, prudent levels of funding for this effort?

Mr. Franklin. That is correct.

Mr. Riggin. It is also important, as you mentioned in your introductory remarks, the short-term expenditures are certainly minimized when you compare them to a long-term savings of a piece of legislation like this. We are talking about potentially dropping funding for juvenile delinquents, a variety of legislation, if a bill of this type were properly implemented. Of course, it does not help you necessarily this year or next year in terms of the Federal budget. But the long-term costs certainly have to be considered.

Senator Cranston. I am delighted you have made that point.

I want to ask you one other thing. Do you have any comment on the exchange that I had with the HEW witnesses, in regard to the budget and priorities of the budget?

Mr. Franklin. We were quite interested in the testimony given by HEW. We have some questions, also, that we are going to be asking. We feel that wherever possible we need to coordinate our efforts in Government. We certainly agree with that, but we believe that there are some questions that need to be answered. We feel that this bill is a good bill and one that is needed to make it possible for our family units to survive throughout the country. Because of that, we will be asking more questions of HEW.

Senator Cranston. Good. I thank you very, very much, again, for that information. I don't think we have any more testimony that has been more helpful than that which you have given us. I also thank you for your brevity and your directness, which has led to a situation which now leaves us about a half hour for each of the remaining panels. I thank you very much.

Now we come to panel No. 2. Your full statements, of course, will go into the record, so if you can summarize it will save us time.

STATEMENTS OF JEANE KELLEY, CHAIRMAN, PRIVATE CHILD CARE PROVIDERS ALLIED ASSOCIATION, NATIONAL ASSOCIATION FOR EDUCATION OF YOUNG CHILDREN, CHICAGO, ILL., AND WAYNE SMITH, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION FOR CHILD DEVELOPMENT AND EDUCATION; ACCOMPANIED BY JERRY BENOWITZ, PRESIDENT, NATIONAL ASSOCIATION FOR CHILD DEVELOPMENT AND EDUCATION; BARBARA SAMS, SAMKEL CHILD CARE, COLUMBUS, OHIO; AND ANN MUSCARI, KINDER-CARE LEARNING CENTER, INC., MONTGOMERY, ALA.

Mr. Smith. Good morning. For continuity purposes, Mr. Chairman, I would like to defer to Jeane Kelley and let her give her statement, so I will now present her.

Ms. Kelley. Thank you, Wayne. Basically, I am representing the private providers for profit, and those not-for-profit programs. The concerns that we have stated within the papers have been expressed in the last 2 years by different owner-directors and directors of programs. I am also going to be presumptious enough, to state that I am probably the only direct care giver in this room, or probably the only one you will hear from today. Child care, we feel, is not welfare. I think it is handled as such within the title XX and social security programs. We really appreciate a child care act, because we think you are dignifying the efforts of working mothers. If she is going to be considered still on welfare when she is out working, it is even more depressing. We identify strongly, in contrast to HEW, that there should be a child care act, that there should be a responsible body nationally to coordinate all child care programs, and that States have more effective plans and delivery. States have been doing a miserable job, at least the ones I am knowledgeable of, in handling day care. Day care is lucky to get a pittance within the title XX State plans.

The right of parental choice, of selectivity of site and the type of program is the basis of the act. We do want to see Federal FIDCR standards that are not penalizing to the diverse delivery systems within the States. We do feel strongly that there should be core component guidelines to come back to the States. We cannot accept the statement that each State should set its own standards. We want to see State standards, and a strengthening of the regulatory responsibility for those standards. Again, this is not at the expense of diverse delivery programs. One set of standards for all child care program types in each State.

The 75 percent allocations in Section 4 are the grants to carry out the State plans. There is a 10-percent ceiling on administration from the Federal Government and to the States. Several points to be made are: One, that a percentage limitation for administration to be directed at public programs and agencies. Two, a lever to gage usage of dollars for care reimbursement at fewer numbers of children with higher costs or to meet the aid needs for more children at lower costs? We have been hearing "the full cost of care." The full cost of care ranges from $4 to $30 per diem depending upon who pays—government or parent—and type of program. Three, a need to regulate block grants to public programs which shut out diverse delivery choices. State plans recognize the special interest needs of block grant programs which tend to eliminate placement of aid children in other arrangements. This continued practice will leave little or no option for the parental choice of selectivity of site or type of program.

I think I detect a "maintanance of effort" clause in section 10 of the bill. If this is not one, I strongly recommended that there be one in this act and all future appropriations for child care. States must not be allowed to divert funds.

Although I am coming from a private delivery service, this concern is representative of all centers; salaries. The direct contact caregiver and parent/child are the basic core of child care. Current economic conditions regarding caregiver's salaries—at minimum wage or below—are not commensurate with their education, experience, or ability of competent care giving. We feel there should be ongoing training of personnel, formally and informally, that leads to strong personnel to provide quality programing for children.

Prioritized consideration should be written into the act to recognize the role and needs of the direct caregivers.

Private organizations, in sections 6 and 8, need to be defined.

To basically sum up, child care delivery is unique as a service. It is an extension of a family, making possible the pressing need for a positive parent and care-giver relationship. Child care aid, therefore, should be recognized as employment assistance, not welfare.

Thank you, Senator Cranston. Thank you very much.

[The prepared statement of Ms. Kelley follows:]

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February 21, 1979

TESTIMONY PRESENTED FEBRUARY 21, 1979, ON THE PROPOSED
"CHILD CARE ACT OF 1979"-CHILD AND HUMAN DEVELOPMENT
SUB COMMITTEE ON HUMAN RESOURCES -- Senate Bill 4 by
Senator Alan Cranston

In general, the Child Care Act represents the insights of voiced concerns by child developmentalists from the diverse delivery systems, interested parties and parents, A remarkable attempt has been made by the Committee to compensate for the problems, the prospects, purposes, and the growth and delivery of child developmental needs.

The realm and challenge of this Child Care Act is tremendous; its impact and purpose will be felt in future years; however, the needs are not new and the dollars have been appropriated, too, but in fragmented ways and with little assurance that its effect and purpose has been responsive to the parent/child needs and the diverse delivery systems. Pulling Child Care together in its own identity is the dedicatory strength of the Act.

The contents of the Bill have been given serious considersation based upon the concerns from private providers. Private Providers represent the majority of center delivery in the United States through owner-directed for profit and director or board directed not for profit programs.

I am an Owner-Director (direct care-giver) who has grown with the growing years of child care. My category is that of private-for profit; however, I am finding it increasingly more difficult to "make that profit", struggling now to "find a salary". I also am an active member of our State Advisory Board and am aware of the challenges and confrontations that the State has as well as the concerns from public sector.

It is another reward and pleasure, professionally and personnally, to be present here today. Thank you.

Jeane Kelley

Member, Illinois /State Day Care Advisory Board, Ill. Dept. Child. & Fam. Serv.
Member, sub-committee on State Day Care Standards of the above
Ch., Private Providers, Chicago Association for the Educ. of Young Children
Ch., Public Policy - Regulatory Agencies- Ill. Assoc. for Educ. of Young Children
Ch-Private Child Care Providers Allied Assoc. within the National Assoc. Educ. Yg. Child.
informal chair of the Illinois Private Providers Representative Council

SECTIONS 1 thru 3-

1. The Act's title: "Child Care Act of 1979"
   The proposed Child Care Act stresses and strengthens the role of the family, its influence and choice of direction for its children; Stated findings and purposes of the Act. Child rearing decisions are the right of the parents:
   a. through diverse day care delivery selection-the families choice of site and choice of program;
   b. reimbursement for qualified parents for child care, totally or in part;
   * c. child care protection in State approved facilities through standards and licensing with a mechanism for on-going assessment and improvements;
      * Standards and Licensing would be available to all child care for the health, safety and general welfare of a child away from home and in the care of a person other than a relative performed in an extended home or a group encounter?
   * d. parent involvement - in local, state levels; and a participating role at the Federal level in the establishment of a Federal Advisory Panel.
      * Parent involvement is both crucial and difficult to a center. It is crucial to have parental support and planning; however, it is a burden for the parent to have to extend her long day, resents having to do extra-curricular duty, and even feels as if the center knows best and feels inadequate.

      From the vantage point of the State panel, it is noticeable that the parent sector is the most difficult one to fill, and when it is, the parent, from the welfare background, does not attend.

SECTION 4- The State's designated role:

1. The State must have a designated State Agency. (ONE Agency to coordinate all child care?.)
2. A biennial State Plan which is to be approved by H.E.W.
3. An assessment mechanism as to the needs, and adjustments, improvements, etc.
4. To develop and conduct care-giver training programs.
5. The prioritized service needs for children will be based upon the family need, such as, income, family size, and special needs from single parent families.
6. Maintain an informational referral service.
7. A State Advisory Panel with the makeup of at least:
   25% - parents of children on aid (see above-Id on parent involvement)
   25% - representatives from child care providers
   25% - profession als in field of c. d. and related fields.
8. Licensing and State Standards-aids and training

SECTION 5 - National Administration of the Act.

* 1. An identifiable unit within H.E.W.

*one of the responsibilities of this office will be directed at coordination of child care needs with other Departmentsfor the purpose of positive results.?

2. National Advisory panel on child care needs and services:

*25% - parents of children receiving child-care services under the Act.

*Does this mean only welfare recipients-or a parent whose child is enrolled in a State Licensed Facility?

25% - representatives from child care providers

25% - professionals in the field of c. d. and related fields.

One third of panel members must have service, or have had service, on State Advisory Boards.

* 3. National Day Care Standards will be established. F.I.D.C.R. day care standards are recommended to become those standards upon their completion. Federal standards to be set and applied to programs receiving assistance.

*It is recommended that basic core components be established, based upon the National average of standards, whose review would be on-going and up-grading, where possible. An attempt should be made to avoid dual standards within states. States' standards should not be penalizing to types of delivery services.

4. F.I.D.C.R. guidelines can be an on-going process within the National Advisory Panel.

5. The Secretary, with the Advisory Panel, shall develop a Model State Licensing of Child Care Providers Act to be used by States as a guide to improving Licensing of providers.

* SECTION 6: H.E.W. may make direct grants or contracts to public or private oranizations demonstrating special needs designed for innovative child care.

* Private organizations - needs definement and entered into Section 13.

SECTION 7: State to prepare and present to H.E.W. a plan on licensing, program needs and type of assistance to improve its licensing.

*SECTION 8: Authorization for grants and contracts to higher education, state and

1. local public agencies and *private organizations to provide training programs for child development, providers and employees.
2. States to be supplied with technical assistance for its planning, coordination, development and expansion and implmentation of its program areas.

SECTION 9: Allotment formula and reallotment of any states' unused portion.

SECTION 10: Federal payments based upon approved state plan by installment, in advance, reimbursement with adjustments.

SECTION 11: Sanctions - payments may be withheld for substantial failure to comply with any provision or requirement in the State Plan. Also to withhold payment to the State on programs, projects which were not affected by such failure.

SECTION 12 - Secretary to review and evaluate programs to measure progress and objectives and work with Congress and members of the Executive Branch and appropriate committees.

SECTION 13 - definitions.
to see added: private organizations

SECTION 14 - Authorized the appropriation for 1980 and each 4 years after to carry out the Act's provisions. The percentile indicators for grant allocations:

* 75% - to make grants under Sect. 4 as per the State approved plan;
5% - to make grants under Sect. 6 - demonstration projects plan
5% - to make grants under Sect. 7 - licensing assistance
5% - to make grants under Sect. 8 - relating to training programs
10% - to be used to carry out the provisions of the above (the administrative 10%)

*The purpose of the Act is to promote child care availability, either paid totally or paid in part. Theoretically, this means that as near as totally possible the "75%" allocation remaining will go to direct child care. Realistically, it will not.

a. there is no specific percentage limit implied for the purpose of administration in program budgets.
b. administrations heavily consume large portions of limited day care funds.
c. day care dollars become "potted up" with funds from combined social service bureaucracies, preventing true accounting.

*The recommendation is that a percentage figure be established to control volume consumption for administration by large public and private agencies.

*The recommendation is that emphasis be on support funding, as totally as possible, at the service level of care-giver-child/parent.

* Within the State, is there to be a percentage ceiling placed upon large public and agency programs' utilization of block grants? If this is not done, there will be continued limited - or nonexistent- parental site and program selection. This means that the present practice of a state's near total allocation to fully funded public or agency programs will go unchanged. This practice will leave little, or no option for a parent to select a slot from centers, day care homes, or other choices.

There is a cost factor of per diem reimbursement based upon the type of program selectivity. States pay out a higher reimbursement rate for public center contracts per child-with no family site and type of program selection. .. with no economic mixture. .. the cost of which to taxpayers can amount to $20.00 per day as oppsed to the potential parental choice of a private center or home which could cost the taxpayer but $7.00 per day.

The Number 1 Priority "is the need for more child care programs, parents cannot find good child care they can afford there are long waiting lists for all types of child care programs".

Private child care providers, for profit and not-for-profit express somewhat the opposite viewpoint. They are operating at 70% to 80% occupancy, not because there are no children, but, rather, because subsidized funds are NOT available, or private programs are exempt from the slot allocation.

Why are funds not available?

a. State plans set up inclusions and exclusions of types of program delivery;
b. the political clout is favored through specific social service, human service bureaucracies;
c. states' political policies dictate the legislated match monies and manipulate the Federal grant in aid monies; (ie, the Federal 94-401 specific day care =unmatched -grants went untouched by day care in most states. The money ending up in State's general funds to help balance state budgets).
d. the increasing operational budgets of bureacratic multi-delivery systems within the state shrinks the direct care slot dollar.

*Recommendation: The Child Care Act should erase the large block grants of welfare programs by States. The centers would apply for child slots at the request of parents. This is not to say that all children would always be in economic mixtures, it is not possible.

The Day Care Administration, Nationally, and State equivalent will be a consistentency we have not seen before. Efficient, cost effective mechanisms is the aim of child care, a long term investment. But not without NEW direction and a COORDINATED vessel for the plan. There currently IS an absence of a coordinated administration of child care programs and services at the Federal level-state level -local levels.

With this new focus on coordination, Federally to the States' single prime sponsorship, an aim should be to reduce the confusion, paper work, multi-leveled assessments, evaluations, and preponderous decision making.

SECTION 4 (con't)
State participation of the Act.

* 1. "responsible to co-ordinate other assistance programs by State and Federal".
  * Does this include, but not limited to, food subsidies and health services? Presently, the food re-imbursement and participation programs is denied to private providers.

2. Distribution of funds:
   1. a voucher system can become objectionable and burdensome if paid directly to the parent. It must go to the licensed care-giver.
   2. all payment systems should go directly to the care-giver, with a cross-file check system to be sent to the State which would authorize payments and periodically reauthorize payments.
   3. simplified record keeping, eligibility processes, and payment system is stressed.
   4. An advance payment system is allowed to the States (section 10). An advance payment system for centers and homes must be written into the Act. which would allow the State to replace the current hardship method of many months delay. Pre-payment and adjustments are also complicated, but the centers would be able to regularly run their business. Centers cannot continue to incur and suffer the anxiety and resultant bad business practices of delayed payments, inaccuracies, questionable eligibility, prolonged corrections, and, especially, the resultant forced extended loans to continue payment of salaries and expenses. A center must have cash-flow monies on a regular monthly basis, with adjustments occuring on the subsequent month's statement.

   * 5. "State agencies' charge is to fund a variety of child care providers in each community":
     * What sanctions will be imposed upon a State that does not alter its direction of total blocks of welfare slots--to incorporate a variety of providers?

3. training of child care personnel:
   Since State Standards become mandatory for all licensed facilities, for the good and welfare of all children, and training of personnel is essential to better performance and quality to care-giving, training assistance should be directed, and subsidized, for all FULL day care personnel, not just the fully funded public programs, but, to be included, the for profit and not-for-profit private centers. This will eliminate dual standards and policies in the States where practiced.

State Activities- section 11

* "Assurances that funds received under this Act will be used to supplement, not supplant, existing Federal funds used for the support of child care services and related programs".

* Is this a maintenance of effort clause? If so, can it be written into the Act that all subsequent appropriations applicable to day care also contain this safety valve?

THE SALARIES OF CARE-GIVERS:

Prioritized consideration should be written into the act which will recognize the role of the care-giver and care giving director:

a. the role of care-giver (direct contact) is the substance to the intent of the Act;
b. the center care-giveing director, care-giving staff with the parent and child are the basis for all philosophical rhetoric within a Child Care Act;
c. workers see rewards and recognition go to Administrative levels;
d. current cost conditions and resultant pay schedules are penalizing, undignified, humiliating and demeaning.
e. the minimum wages paid to workers is not commensurate with the education, experience or ability of competent care-giving;
f. national day care must examine a means to subsidize care-giving salaries;
g. full day private centers' income base is more limited as fee paying parents cannot pay peaked tuition.
h. staff turnover is high and care-giving is stressful;
i. inflation hurts all programs; parents can no longer support strained budget costs, and dependent rising costs of day care.

Recommendation:

That the Child Care Act reflect the unrewarded condition care-givers find themselves in ; that a percentage of the National Allocation go to subsidize care-giving salaries...for full day care programs...due to the 10 to 12 hour plus days...and inflation which prevents the majority of parent's to continue the increased support to centers to upgrade care-giving staff salaries. A salary support allowance is desperately needed to accompany the dignity of the intent of the Act.*

*Private for profit centers should be entitled to qualify for the salary support if they have less than 5% profit.

If the purpose of S.4 is to "promote the availability and diversity of quality child-care services for all children and families who need such services and provide assistance to the states in improving the quality of and coordination among child care programs, and increase coordination of programs at the local, State and Federal levels", the Act must create changes to meet the changing family, the nature of dependency, inflation, the tax-paying public's restlessness and the complicated forces of combined social services. I see in this bill the potential to do just that, by putting emphasis upon the family for its selection of type of service, and program, in fact, the welfare or mid-care family becomes a shopper for day care services, the same as any full fee paying parent in its selection of program and site which meets the philosophical, emotional, cultural, environmental needs of that family.

If this is not the aim , or its purpose becomes diffused, then I would hope that the bill does not pass the Congress, or that if it passes, the President would lend his veto. After the past ten years of struggling and compounded efforts for child care relief and recognition, a new foundation for child care reform is overdue. Dollars are too hard to come by today, for the family, the center and the local, State and Federal levels. It is exemplary to consolidate all of these needs into one coordinated approach. The faults, and diffused practices, will be more evident. Day Care is past its infancy and tender years and its identity is recognized and its need acclaimed. It no longer serves a purpose to be bottled up into every kind of social service program. This bill will give Day Care and Child Care purposes, that handle to ensure the awareness of needs of the family in this rapidly changing economy.

SUMMARY

Child Care is NOT WELFARE! It must be labeled differently as it is employment assistance. Please disassociate child care with welfare. A mother's working is a positive arrangement, exemplary, creating self dignity, a means to an end through employment, and offering the potential for economic release.

The threatening challenge to that destiny is child care. Without it she cannot work. If it has to be paid out of minimum wages, or not much above, she should stay home and go on welfare. Fee paying parents are facing a similar dilemna of having to pay more than the income is capable of absorbing expenses..one week's paycheck a month for child care...albeit, allowing her the priviledge to earn, pay taxes, which aid other child care recipients, plus pay her own full share of child care!

The issues:

1. A Child Care Act.
2. An identifiable unit with H.E.W. AND IN EACH STATE.
3. The right of parental choice of selectivity of site and type of program for the child.
4. The 75% allocations in Section 4: the grants to carry out the State Plans;
    1. a percentage limitation for adminisration of programs;
    2. a lever to gauge usage of dollars (cost of care) for care reimbursement-for fewer numbers of children, or more limited maximum aid to cover more children;
    3. need to regulate block grants to public programs which shut out diverse delivery choices.
5. The guarantee of advanced payment and regular monthly cash flow-to be written into the Act.
6. Maintenance of effort clause for this Bill and any subsequent child care appropriations-to be written into this Act.
7. A statement in the Act recognizing the need to supplement salaries to direct care-giving staff in full day delivery programs - including for profit centers.
8. Child Care Delivery is unique as a service. It is an extension of the family, making possible the pressing need for a positive parent and care-giver relationship. Child Care Aid should be recognized as employment assistance, not welfare.

Senator **Cranston**. Thank you very much.

Mr. **Smith**. As Jeane said, she is not the only direct care giver. There are other people that are participating in this on a daily basis. We represent 1,500 child care centers in the United States On a daily basis, we take care of and give quality care to, over 200,000 children. The organization has been incorporated as a nonprofit organization here in the District of Columbia since 1972. We have participated since 1972 in congressional hearings and on debate for quality child care, especially in regard to legislation sponsored by Senator Mondale and Congressman Brademas. We wanted to compliment you, Mr. Chairman for taking up the earlier role of Senator Mondale, and for the work you and the staff members have done.

Senator **Cranston**. I hope we can persuade the Carter-Mondale administration of that.

Mr. **Smith**. As you said, there are some differences between the administration and the Congress. I want to get into that in a minute, because that brings up a point you raised earlier. But your hearings, Senator, brought home to the staff, to Senator Hayakawa, and to ourselves; I see Senator Humphrey has now taken an interest, as much as his predecessor did, on the minority side. In your hearings, we testified in Los Angeles. Some of the things that we advocated for good child care, such as the inclusion of the proprietary sector, the voucher system, the use of State regulations and a better control within and by the States, are things that you have included in your bill. So we are happy from an association standpoint that these were things that were developed during your hearings. The only way to have good committee hearings is to get out and to talk to people on the regional level. I know it is difficult to come into Washington, but I am happy to see behind me, under the most difficult of snowy circumstances, the people that showed up here today. So there is a showing of a genuine grassroots interest in good quality care.

Your questions to the administration and Ms. Martinez, in the discussion of $200 million that Congress appropriated, when the moratorium was put into effect on FIDCR child care standards 3 years ago reflected, you remember, Senator, matters which came up in our discussion in Los Angeles. We said that we had asked Secretary Califano why the $200 million was not going into child care, why were the States using it for other social services and not child care. I was very disappointed, again, to see that the administration has done nothing about instructing the States to use this money for child care. You remember from our conversation in Los Angeles, that you were going to have the staff check with the administration to find out why this was not being done. From the dialog you had this morning, evidently they have just given up. Let's forget the $200 million, they seem to be saying, "We can't enforce it, and let's abolish it in the next fiscal year."

That is why S. 4 is needed, with coordination by all factors, the Congress, the administration, and the States, if you are going to continue to meet the standards, to meet the demand for care, and to relate to the figures we discussed this morning from the GAO and from the Office of the Budget, as well as all other projections

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that are coming out. We have to have coordination of the type that S. 4 will provide.

At this time, before I introduce the panelists, you might be aware of an article in the Family Circle Magazine on February 20, 1979. The article said, "Who Is Taking Care Of The Children?" I would like to submit that for the record, and to include this with the testimony at this time.

[Article from Family Circle Magazine, February 20, 1979, entitled "Who Is Taking Care Of The Children?" appears on p. 155.]

Mr. SMITH. I would like to now introduce Mr. Jerry Benowitz, who is president of the National Association for Child Development and Education, and also currently president of Mini-Skools in Newport Beach, Calif.

Senator CRANSTON. Thank you. I want to welcome you from California.

Mr. BENOWITZ. It took me as long to get from Dulles Airport into Washington as it did to get from Los Angeles to the airport. I got in late last night.

The key ingredient leading to the NACDE's general support of an otherwise well-conceived bill has not yet been formulated. I refer specifically to the standards with which a provider would have to comply to participate in the program.

Throughout the bill reference is made to the need to develop realistic and cost-effective methods of providing assistance and coordination of child care services for working parents and their children. In fact, during the introduction of the bill, Senator Cranston has stated, and I quote,

> There is simply no question that the demand and need for child care will continue to grow.
>
> If we take steps today to design an efficient and cost-effective mechanism for meeting these needs, the ultimate savings will far outweigh the short-term expenditure * * *.

To be an advocate of the principles of efficiency, cost effectiveness, and deregulation is in vogue today—and I say it is about time—and existing Federal regulations governing the provision of quality child care totally and completely violate all of the aforementioned principles, as well as promote economic segregation of children, a concept totally alien to all child care advocates.

In particular, I refer to regulations specifying staff-to-child ratios for each preschool age group. Staffing is far and away the highest portion of each expense dollar; thus regulations concerning the number of staff always have the greatest and most direct impact on the cost of providing the service. To illustrate, and I will leave a copy of this report for in-depth analysis by you and your committee at your leisure; I have compared the cost of complying with the existing FIDCR with that of adherence to the collective wisdom of the several States—by employing average or median States' licensing staff-to-child ratios. In every instance, the cost of complying with FIDCR is considerably higher; from 50 to 150 percent higher depending upon the age group served. The attendant benefits are dubious at best; the provision of quality child care for 4-year-olds can be achieved at staff/child ratios of 1 to 12 or 13 as well as 1 to 7—this depends primarily on the quality, not quantity of the care givers involved, and the arrangement and substance of the physical

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environment. I would like to share a personal example of this with the committee. My organization, Mini-Skools Limited, provides infant care throughout the country (children under the age of 2) which, by the way, is fast becoming one of the greatest areas of unmet demand; State A has adopted the FIDCR ratio of 1 to 4, and State B a 1 to 6 or 7. We provide an excellent level of developmental child care in both States (although from time to time we have had difficulty in both until our staffs were fully trained). However, in State B our weekly charge to the parent is $45 (which is basically our cost plus a modest return); our parents and children are happy, we are providing a measure of value, and our rooms are full. In State A we are charging $60 per week, which is below our cost, and unless we achieve legislative changes, we will have to either raise our rates to a prohibitive level of $85 or $90 per week, or reluctantly disband the program, forcing parents to "go underground" to seek unlicensed, substandard care, but the only care they can afford. I ask you—which State is most enlightened?

Thus, the regulations attached for participation under this bill are most important, for they will affect not only direct participants but also the provision of care to those persons not receiving any form of State or Federal subsidy. I say this because States may choose to adopt these regulations or at least modify toward them, thereby increasing the cost of child care to everyone with no attendant benefits, if said regulations have even the slightest resemblance to the existing FIDCR.

Senator, I have chosen to highlight the area in which I have the most concern. Many features of your bill show great insight, are timely, necessary for the country, and receive our full and hearty approval. They include but are not limited to, the following: (1) the promotion of availability and diversity of child care services by involving the entire range of providers, proprietary, public, and nonprofit; (2) the use of vouchers promoting freedom of choice. Competition among providers tends to raise the overall level of service to children and parents, and the NACDE welcomes this aspect; and (3) the increased emphasis on participation by the States, the establishment of State and national advisory panels, and the provision for experimental and demonstration projects.

Our vocation is the provision of quality child care; the yield in dollars is about equal to that of a Treasury bill; the yield in personal satisfaction, however, is incalculable. By the enactment of legislation that utilizes limited funds to provide quality child care to the greatest number of people at a reasonable cost, legislation that penalizes waste and rewards efficiency, that keeps paramount the needs of the children being served—you and your committee will have performed an admirable service to society.

Thank you.

[The prepared statement of Mr. Benowitz follows:]

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CRANSTON BILL

N.A.C.D.E. POSITION

SENATOR CRANSTON:

The N.A.C.D.E. represents over 1,500 state-licensed, proprietary daycare centers providing quality child care for in excess of 200,000 children on a daily basis. In fact, of the approximately 1 million children enrolled in our country in group daycare centers, over two-thirds are cared for by proprietary providers. It is as President of this Association that I come before you today and offer my comments on your proposed legislation.

The key ingredient leading to the N.A.C.D.E.'s general support of an otherwise well-conceived bill has not yet been formulated. I refer specifically to the standards with which a provider would have to comply to participate in the program.

Throughout the bill reference is made to the need to develop realistic and cost-effective methods of providing assistance and coordination of childcare services for working parents and their children. In fact, during the introduction of the bill, Senator Cranston has stated, and I quote "there is simply no question that the demand and need for childcare will continue to grow ...." If we take steps today to design an EFFICIENT and COST-EFFECTIVE mechanism for meeting those needs, the ultimate savings will far outweigh the short-term expenditure."

To be an advocate of the principles of efficiency, cost-effectiveness, and de-regulation is in vogue today -- and I say it is about time -- and existing Federal regulations governing the provision of quality childcare totally and completely violate all of the aforementioned principles, as well as promote economic segregation of children, a concept totally alien to all childcare advocates.

In particular, I refer to regulations specifying staff to child ratios for each pre-school age group. Staffing is far and away the highest portion of each expense dollar; thus regulations concerning the number of staff always have the greatest and most direct impact on the cost of providing the service. To illustrate, and I will leave a copy of this report for in-depth analysis by you and your committee at your leisure, I have compared the cost of complying with the existing F.I.D.C.R. with that of adherence to the collective wisdom of the several states (by employing average or median states' licensing staff to child ratios). In every instance the cost of complying with F.I.D.C.R. is considerably higher; from 50% to 150% higher depending upon the age group served. The attendant benefits are dubious at best; the provision of quality childcare for 4 year olds can be achieved at staff/child ratios of 1 to 12 or 13 as well as 1 to 7 -- this depends primarily on the quality not quantity of the caregivers involved and the arrangement and substance of the physical environment. I would like to share a personal example of this with the committee. My organization, Mini-Skools Limited, provides infant care throught the country (children under the age of two) which, by the way, is fast becoming one of the greatest areas of unmet demand, state "A" has adopted the F.I.D.C.R. ratio of one-to-four and state "B", a one-to-six or seven. We provide an excellent level of developmental child care in both states (although from time to time we have had difficulty in both until our staffs were fully trained). HOWEVER, in state "B" our weekly charge to the parent is $45 (which is basically our cost plus a modest return), our parents and children are happy, we are providing a measure of value, and our rooms are full. In state "A" we are charging $60 per week, which is below our cost, and unless we achieve legislative changes, we will have to either raise our rates to a prohibitive level of $85 or $90 per week, or reluctantly disband the program forcing parents to "go underground" to seek unlicensed, substandard care, but the only care they can afford! I ask you - which state is most enlightened?

Thus, the regulations attached for participation under this bill are most important, for they will affect not only direct participants but also the provision of care to those persons not receiving any form of state or federal subsidy. I say this because states may choose to adopt these regulations or at least modify towards them, thereby increasing the cost of childcare to everyone with no attendant benefits if said regulations have even the slightest resemblance to the existing F.I.D.C.R.

Senator, I have chosen to highlight the area in which I have the most concern. Many features of your bill show great insight, are timely, necessary for the country, and receive our full and hearty approval. They include, but are not limited to, the following:

(1) the promotion of availability and diversity of childcare services by involving the entire range of providers, proprietary, public, and nonprofit.

(2) the use of vouchers promoting freedom of choice. Competition among providers tends to raise the overall level of service to children and parents, and the N.A.C.D.E. welcomes this aspect.

(3) the increased emphasis on participation by the states, the establishment of state and national advisory panels, and the provision for experimental and demonstration projects.

Our vocation is the provision of quality childcare; the yield in dollars is about equal to that of a treasury bill; the yield in personal satisfaction, however, is incalculable. By the enactment of legislation that utilizes limited funds to provide quality childcare to the greatest number of people at a reasonable cost, legislation that penalizes waste and rewards efficiency, that keeps paramount the needs of the children being served, -- you and your committee will have performed an admirable service to society.

Thank you.

Senator **Cranston**. Thank you very much.

Mr. **Smith**. The next participant is Barbara Sams, who with her husband, Ronald, operate Samkel Child Care in Columbus, Ohio.

Ms. **Sams**. Thank you. I am also a member of the National Association of which Mr. Benowitz is the president. I go along with what he said.

I have chosen to take one part of the problem that we have as providers of child care and isolate it, take your bill and try to form a solution.

S. 4 needs to empower the State Advisory Panel to stipulate and guarantee the reimbursement by the administrative agency of the actual cost of services required of the provider.

In Franklin County, Ohio, 3,473 FFP children are being cared for by day care home providers and day care centers. In Ohio the county welfare departments are the administrative agencies.

The county's total welfare expenditure has decreased in 1978 by 8 percent. This is attributed to a large degree to a decrease in ADC as mothers have become self-supporting. The day care program is to a great, dramatic extent responsible for the parents' self-sufficiency. Other than the dollar value, which is measurable, there is the self-respect and esteem these parents have acquired which are immeasurable assets to our community. Franklin County is a good example for the argument that day care is cost effective.

The State of Ohio has provided $3.5 million to our county each year since 1976 with no increase. Due to State changes in income eligibility, we now have more families and more children who are eligible for services in the program. Also due to public awareness of the child care program, more parents have become employed—especially one-parent families. Inflation has cost the provider in every possible facet of his program, facility, and staff.

Do we need more providers? What we really need to do is take care of the ones we have. Why encourage the establishment of additional providers, when experienced ones are being forced to break the FIDCR or go out of business?

Providers are caught in a cycle of Federal requirements and financial reality. Government regulations must be responsive to the taxpayer.

In Franklin County the commissioners have a ceiling of $7.50 per day which the welfare department will pay per child. Our county social services administration, in an attempt to continue services to all eligibles, must oppose any proposal in which providers request additional funds to cover the cost of minimum wage increase, the 12 percent increase in food last year, the escalating price of utilities, et cetera.

Our county has looked like an administrative genius because on paper they are providing care for more and more children at a minimum dollar. But, behind the scene are the providers crying about the increase in demand for excessive documentation on every aspect of the children's screenings, parent involvement, et cetera, staff-child ratio. We understand their position, but at the same time somebody needs to understand our position. The more requirements, the higher the cost—the beat goes on.

Thus, a community which historically has had an aggressive provider system is in jeopardy of forcing providers to break the

Federal regulations. Because the inflationary factor has constantly been absorbed by the proprietor, the result is that it may soon be prohibitive to continuation of proprietary participation in the Social Services Child Care Program. The proprietor will stay in operation at the risk of evaluator's condemnation or his own financial failing.

The Cranston child care bill needs to mandate that the administrative agency pay for the actual cost of services required. The requirements need to be fiscally responsible to the taxpayer, and the fee-paying parent. Many of our families are not in need nor do they want extensive social or medical services. The title XX parent, many times in our area is a single parent who is a viable force in our community, who has no need of assistance except for the day care service for his or her child in order to continue employment. These people want to maintain control of their children. Those of us who work with these families know that these parents should be expected to and do desire to raise their child and assume responsibility. Part of being a parent is sacrificing time and energy for the child—not just material expenditures and dropping the child off to a "super mother" center.

If the powers-that-be, either HEW or S. 4, insist upon unnecessary child-staff ratio—I say unnecessary because I am convinced that the quality of care is dependent on the ability of the care givers and is not improved by an army of warm bodies hovering over the children—then the powers-that-be must guarantee the payment of the cost of services to providers. The APT report states that 23 percent of the 8,000 existing FFP centers in the United States are proprietary providers. These centers are required to follow the same FIDCR that nonprofit providers follow. But the financing of these programs is not equal.

In our community the public nonprofit agencies are eligible for and do receive title XX funds, revenue sharing funds (city), USDA subsidy, and in some cases United Way funds, all for the same child. We are talking about costs of $80 and up per week for one child.

In our community the proprietary agency receives only $37.50 per week from title XX funds to deliver the same services as nonprofit agencies who receive the $80 and up. We need to take a hard look at duplicate funding. If we stop duplicating dollars in nonprofit centers, we would have more dollars to go around to provide quality care at a reasonable rate for more children. Otherwise, we will see a depletion of providers.

Am I talking about poor quality programs, staff, poor business managers? No, I am not. My husband and I started our schools 6 years ago, and have built a staff which includes 15 degreed people in early childhood development, plus all the other staff members who have extensive formal training and/or experience and in-house training. We built our own excellent facility, and we now offer care for 200 children, including preschool and school age. Our facility, day care program, nutritional program, and staff have constantly earned high regard and esteem from both the State and Federal licensures. We are in the planning stage for a new facility—now I'm wondering if we should even continue with this endeavor due to needless Federal requirements and the knowledge that our county will have $1.1 million deficit in the day care program for this fiscal year, if they continue to deliver needed services at the current rate.

I would like to interject into my prepared statement the response that the States will not miss the $200 million, that they will make it up. My own State, Ohio, has $9.9 million of that. It is going to be missed.

May I briefly put on another hat? As parents of 5 children—ages 3 to 20—my husband and I see the issue of parent involvement from not only the day care administrator's view, but also the parents' view.

The main reason was, I was a working mother. I looked for an appropriate facility for my own child, who was at that time 2 years old. I couldn't find one. I faced many of those problems, time and time again.

We applaud the S. 4 bill's awareness of the parents' right of selection of child care. Encouraging more "mom and pop" proprietary centers will personalize day care and encourage parents to know what is happening with the child. I would propose to you that the vast majority of parents could care less, and have little time or inclination in the study of budgets, and the internal workings of the day care center. We have a difficult time getting medicals and a clean change of clothing from many parents who are just trying to keep up with their exhausting schedules.

In our attempts to organize a parents' committee, which adheres to the HEW regulations, our clients were appalled at the requirements that they review budgets, interview and hire staff members, assist in planning the daily program—on and on and on. Our clients viewed their role as being one which would identify and secure speakers for parent meetings and family social events, a role which encourages all parents to become more familiar with their child's teacher, daily activities, and the child-day-care world. This is a role which is secure in and supportive of the day care center they have chosen for their child.

I wish I had 3 weeks to discuss this, but I am finished.

[The prepared statement of Ms. Sams follows:]

CRANSTON BILL S-4

Position Paper: 2/21/79
Barbara Sams
Samkel Pre-School Day Care Center
Columbus, Ohio 43207

S-4 NEEDS TO EMPOWER THE STATE ADVISORY PANEL TO STIPULATE AND GUARANTEE THE REIMBURSEMENT BY THE ADMINISTRATIVE AGENCY OF THE ACTUAL COST OF SERVICES REQUIRED OF THE PROVIDER.

1. In Franklin County, Ohio, 3,473 FFP children (1,486 of these FFP children are placed in proprietary centers) are being cared for by day care home providers and day care centers. In Ohio the county welfare departments are the administrative agencies.

2. The county's total welfare expenditure has decreased in 1978 by 8%. This is attributed to a large degree to a decrease in ADC as mothers have become self-supporting. The day care program is to a great, dramatic extent responsible for the parents' self-sufficiency. Other than the dollar value, which is measurable, there is the self-respect and esteem these parents have acquired which are immeasurable assets to our community. Franklin County is a good example for the argument that day care is cost effective.

3. The State of Ohio has provided 3.5 million dollars to our county each year since 1976 with no increase. Due to State changes in income eligibility, we now have more families and more children who are eligible for services in the program. Also due to public awareness of the child care program more parents have become employed (especially one-parent families). Inflation has cost the provider in every possible facet of his program, facility, and staff.

4. Do we need more providers? What we really need to do is take care of the ones we have. Why encourage the establishment of additional

providers when experienced ones are being forced to break the FIDCR or go out of business?

Providers are caught in a cycle of Federal Requirements and financial reality. Government regulations must be responsive to the taxpayer.

5. In Franklin County the Commissioners have a ceiling of $7.50 per day which the welfare department will pay per child. Our County Social Services Administration, in an attempt to continue services to all eligibles must oppose any proposal in which providers request additional funds to cover the cost of minimum wage increase, the 12% increase in food last year, the escalating price of utilities, etc.

6. Our county has looked like an administrative genius because on paper they are providing care for more and more children at a minimum dollar. But, behind the scene are the providers crying about the increase in demand for excessive documentation on every aspect of the children's screenings, parent involvement, etc., staff/child ratio. We understand their position, but at the same time somebody needs to understand our position. The more requirements, the higher the cost -- the beat goes on.

7. Thus, a community which historically has had an aggressive provider system is in jeopardy of forcing providers to break the Federal Regulations. Because the inflationary factor has constantly been absorbed by the proprietor, the result is that it may soon be prohibitive to continuation of proprietary participation in the Social Services Child Care Program. The proprietor will stay in operation at the risk of evaluator's condemnation or his own financial failing.

8. The Cranston Child Care Bill needs to mandate that the administrative agency pay for the actual cost of services required. The requirements need to be fiscally responsible to the taxpayer and the fee paying parent. Many of our families are not in need nor do they want extensive social or medical services. The Title XX parent many times in our area is a single parent who is a viable force in our community who has no need of assistance except for the day care service for his/her child in order to continue employment. These people want to maintain control of their child. Those of us who work with these families know that these parents should be expected to and do desire to raise their child and assume responsibility. Part of being a parent is sacrificing time and energy for the child -- not just material expenditures and dropping the child off to a "super-mother" center.

9. If the powers-that-be insist upon unnecessary child/staff ratio (I say unnecessary because I am convinced that the quality of care is dependent on the ability of the caregivers and is not improved by an army of warm bodies hovering over the children) then the powers-that-be must guarantee the payment of the cost of services to providers. The APT Report states that 23% of the 8,000 existing FFP centers in the United States are proprietary providers. These centers are required to follow the same FIDCR that non-profit providers follow. But, the financing of these programs is not equal.

10. In our Community the public non-profit agencies are eligible for and do receive TITLE XX FUNDS; REVENUE SHARING FUNDS (city); USDA SUBSIDY; and in some cases UNITED WAY FUNDS all for the same child. We are talking about costs of $80. and up per week for ONE child.

11. In our Community the proprietary agency receives only $37.50 per week from Title XX funds to deliver the same services as non-profit agencies who receive the $80. and up. We need to take a hard look at duplicate funding. If we stop duplicating dollars in non-profit centers, we would have more dollars to go around to provide quality care at a reasonable rate for more children. Otherwise, we will see a depletion of providers.

12. Am I talking about poor quality programs, staff, poor business managers? No, I am not. My husband and I started our schools six years ago and have built a staff which includes 15 degreed people in Early Childhood Development, plus all the other staff members who have extensive formal training and/or experience and in-house training. We built our own excellent facility, and we now offer care for 200 children including pre-school and school age. Our facility, day care program, nutritional program and staff have constantly earned high regard and esteem from both the state and federal licensures. We are in the planning stage for a new facility --now I'm wondering if we should even continue with this endeavor due to needless Federal Requirements and the knowledge that our county will have 1.1 million dollar deficit in the day care program for this fiscal year if they continue to deliver (needed) services at the current rate.

PARENT INVOLVEMENT

13. May I briefly put on another hat? As parents of five children -- ages three to twenty -- my husband and I see the issue of parent involvement from not only the day care administrator's view, but also the parent's view.

14. We applaude the S-4 Bill's awareness of the parent's right of selection of child care. Encouraging more "mom & pop" proprietary centers will personalize day care and encourage parents to know what is happening with the child. I would propose to you that the vast majority of parents could care less, and have little time or inclination in the study of budgets, and the internal workings of the day care center. We have a difficult time getting medicals and a clean change of clothing from many parents who are just trying to keep up with their exhausting schedules.

15. In our attempts to organize a parents' committee which adheres to the HEW Regulations our clients were appalled at the requirements that they review budgets, interview and hire staff members, assist in planning the daily program -- on and on and on. Our clients viewed their role as being one which would identify and secure speakers for parent meetings and family social events, a role which encourages all parents to become more familiar with their child's teacher, daily activities and the child-day-care world. This is a role which is secure in and supportive of the day care center they have chosen for their child.

Mr. **Smith**. The next participant is Ann Muscari, who is with the Kinder-Care Learning Center.

Senator **Cranston**. Before you start, I have to ask you to do it in about 4 minutes. I will not now have time for questions for you. I would like to assure Sue Brock that we will get her on just about 12:30.

Ms. **Muscari**. Thank you. I want to commend you for getting this on despite the weather. I only wish I could have packed up some of Montgomery, Alabama's sunshine to bring you all.

Senator Cranston, I am speaking to the Child Care Act of 1979 on behalf of Kinder-Care Learning Centers, Inc., which is the owner of 300 day care services in the United States. Kinder-Care is a member of N.A.C.D.E. We have carefully analyzed each aspect of your bill and concur in its overall purpose and thrust. As you have stated, we, too, feel that the demand and need for child care will continue to grow and if we take steps today to design an efficient, cost-effective mechanism which umbrellas all agencies under one delivery system, we will have moved toward meeting that need.

I want to discuss certain specifics of the Act which I applaud, and those which I feel fall short of your goals and objectives.

First, we concur that the States are the logical sponsors and administrators of any child care program. The proposed advisory panel composed of all concerned with day care, including all varieties of providers, will certainly enhance and assure a proper delivery system since input, review and evaluation will be from all segments of those concerned and knowledgeable.

Second, we applaud your awareness that to have a workable and effective child care delivery system, all providers will participate. There is already in place a network of quality day care centers that have the available space to accommodate certain of the demands for day care. Kinder-Care pledges to you that it will work within the framework of the act throughout the country to participate and assist wherever possible in meeting the needs of millions of working parents who want quality day care for their children.

Third, we support fully your inclusion of the availability of the voucher system as a method of disbursing funds under the act. The voucher system reinforces freedom of choice, which in turn, reinforces quality child care demands by users.

Fourth, and in our opinion, the most important aspect of the act, that which goes to the heart of its cost effectiveness, is the regulations under which the act will be administered, particularly those provisions relating to staff-child ratios. This section is left open in the act. We at Kinder-Care strongly oppose any act which fails to meet head-on and resolve the staff-to-child ratios under which the act is to be implemented. It is the emphatic position of Kinder-Care, as a proprietary provider and member of N.A.C.D.E., that prior to the passage of any bill of this magnitude any new regulations will be first proposed for review and comment by all parties concerned and thereafter included in the act.

As you are aware, by far the greatest cost in providing day care is staff cost. How, then, can we truly support an act that in its heart calls for cost-effectiveness, but does not address and resolve the issue specifically. We cannot and must not allow this act to fall short of its intended purpose.

We must look to the collective wisdom of all the States and provide ratios under the act that will assure both cost-effectiveness and quality standards throughout the Nation.

Although the staff-to-child ratios have by far the greatest impact on cost, we are of the opinion that all the regulations must be specifically decreed in the act itself. The act, to truly meet your intent, must be comprehensive and complete. To assure its intent, means addressing ourselves to clearly setting forth all regulations in the act.

In conclusion, we at Kinder-Care cannot fully support this act as it stands today, but we are of the opinion that if the appropriate measures as we have outlined are taken, specifically, fair, realistic, and cost-effective day care standards being set forth and written into the act, we will exert all efforts on the local and national level to support the act.

[The prepared statement of Ms. Muscari follows:]

KinderCare®

Kinder-Care Learning Centers, Inc. • 4505 Executive Park Drive • P.O. Box 2151 • Montgomery, Alabama 36103 • (205) 277-5090

STATEMENT OF

KINDER-CARE LEARNING CENTERS, INC.

as a component of N.A.C.D.E. before the

Senate Sub-Committee on

Child and Human Development regarding the

Cranston Bill S.4

February 21, 1979

Senator Cranston, I am speaking to the Child Care Act of 1979 on behalf of Kinder-Care Learning Centers, Inc. which is the largest proprietary provider of Day Care Services in the United States. Kinder-Care is a member of N.A.C.D.E. We have carefully analyzed each aspect of your bill and concur in its overall purpose and thrust. As you have stated, we too, feel that the demand and need for child care will continue to grow and if we take steps today to design an efficient cost-effective mechanism which umbrellas all agencies under one Delivery System, we will have moved toward meeting that need.

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"For the Pre-school time of their lives"

Secondly, we applaud your awareness that to have a workable and effective child care delivery system all providers will participate. There is already in place a network of quality day care centers that have the available space to accommodate certain of the demands for day care. Kinder-Care pledges to you that it will work within the framework of the Act throughout the country to participate and assist wherever possible in meeting the needs of millions of working parents who want quality day care for their children.

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In conclusion, we at Kinder-Care cannot fully support this Act as it stands today, but we are of the opinion that if the appropriate measures as we have outlined are taken, specifically, fair, realistic and cost effective day care standards being set forth and written into the Act, we will exert all efforts on the local and national level to support the Act.

Senator **Cranston**. Thank you very much. Your testimony has provided us with a lot of helpful and very relevant information from you who have had this experience. Your early testimony was helpful to us in formulating our first approaches. I appreciate your being here under very difficult circumstances.

Mr. **Smith**. We do have two other items we would like to submit for the record.

Senator **Cranston**. Fine.

[The documents referred to follow:]

National Association
for Child Development
and Education

500 - 12th Street, S.W.
Suite 810
Washington, D.C. 20024

Telephone:
(202)484-0140

COMPARISON OF STATE LICENSING MEDIAN STAFF-TO-CHILD RATIOS* WITH EXISTING F.I.D.C.R.

A COST/BENEFIT ANALYSIS PREPARED BY THE NATIONAL ASSOCIATION FOR CHILD DEVELOPMENT AND EDUCATION

ASSUMPTIONS: Two caregivers work with each group of children. One receives the minimum wage of $2.90 per hour and the other receives $3.50 per hour; benefits are 15% for total staff costs per week of $294.40.

	F.I.D.C.R.			STATE LICENSING MEDIAN*			
Age Group	Group Size	Staff/ Child Ratio	Staff Cost/ Week/Child	Group Size	Staff/ Child Ratio	Staff Cost/ Week/Child	Percentage Increased Cost of F.I.D.C.R.
6 wks-24 mos	8	1 to 4	$36.80	12	1 to 6	$24.53	50.0 %
24 mos-30 mos	8	1 to 4	36.80	16	1 to 8	18.40	100.0
30 mos-36 mos	8	1 to 4	36.80	20	1 to 10	14.72	150.0
36 mos-48 mos	10	1 to 5	29.44	20	1 to 10	14.72	100.0
48 mos-60 mos	14	1 to 7	21.03	24	1 to 12	12.27	71.3
60 mos-72 mos	14	1 to 7	21.03	30	1 to 15	9.81	114.3

* Data as of June 30, 1977, as reported in table 57 of "Childcare Data and Materials", Committee on Finance, United States Senate, December 31, 1977.

SUMMARY AND CONCLUSION: The cost of complying with existing F.I.D.C.R. is 50% - 150% greater than adherence to current states' licensing median standards. The attendant benefits are dubious at best. The N.A.C.D.E. supports increased emphasis on staff training to improve the quality of each caregiver, thereby utilizing states' licensing median standards to provide quality service to a substantially greater number of children.

POSITION OF THE
NATIONAL ASSOCIATION OF CHILD DEVELOPMENT AND EDUCATION
REGARDING
CHILD NUTRITION AMENDMENTS OF 1978

1. The needy children of the United States of America are fortunate to have the Child Nutrition Amendments of 1978. The Child Care Food Program controls distribution of USDA funds and food for needy children in private day-care homes, private day-care group homes, nonprofit day-care centers, Head Start centers, settlement houses, recreational centers and facilities for handicapped children.

2. Children attending Federally licensed proprietary day-care centers (tax paying centers) are currently prohibited, per the Child Nutrition Amendments of 1978, from participation in the United States Department of Agriculture Child Care Food Program.

3. The IRS currently views day-care home providers, and day-care group home providers, as having income for profit from their child-care service. They do not have a 501-C3 or 501-C4 nonprofit status. Children attending day-care homes are eligible for and are receiving the benefits of the Child Care Food Program.

4. A recent HEW study reports of the 8,000 day-care centers in the United States that receive federal Title XX funds and are regulated by Federal Interagency Day Care Requirements (FIDCR), 23% are proprietary day-care centers.

5. Out of the 407,000 children receiving care in the 8,000 Federally licensed day care centers--91,000 children are placed in the proprietary day care centers.

6. The Appropriateness of the FIDCR Report of Findings and Recommendations (page 115) states:

> ... For nonprofit centers, the cost to the center of breakfast is not substantial when the center serves a large number of children eligible for Department of Agriculture subsidy programs. If the center has only a small number of subsidized children and attempts to provide breakfast for all of its children, then the additional cost to the center will be considerable. However, relatively few FFP children are in centers serving only a small number of FFP children.

> For profitmaking centers, the issue is somewhat different. They are not eligible for Department of Agriculture subsidies. Thus, for these centers, the additional cost of the nutrition component is small only if that component is interpreted as being satisfied by lunch and two snacks of sufficient qualtiy to provide for the needs of a generally well-fed child--the type of service normally provided in private pay care. If breakfast were also required, food service cost would be substantially increased above the cost in non-FFP care.

The facts are that; 1) The "generally well-fed child" is not necessarily placed in a proprietary (profitmaking) center, and; 2) there are proprietary centers who care for large numbers of FFP children. Administrators of the Title XX funds do not place "rich kids" in proprietary centers and "poor kids" in nonprofit centers.

7. For those who have delt daily with the needs and behavioral problems of small children it has become increasingly apparent that nutrition is of utmost importance to a child's emotional and mental, as well as physical, well-being. It is sad to realize that the food the children receive at the day care center is, in many cases, the only substantial food they receive during a twenty-four hour period. Breakfast is not written into many proprietary programs at this time because of lack of funds. This is an intolerable situation, because those who care for the children see toddlers coming to preschool at 6:00 or 6:30 A.M. without breakfast.

8. The child nutrition food programs financed by taxpayer funds should not discriminate against any qualified children.

9. The criterion used for determination of participation in the "Child Care Food Program should be the eligibility of the child--not the tax status of the center where the child attends. Whether the center is tax paying or tax consuming is irrelevant to a child's nutritional needs.

10. HEW establishes regulations through FIDCR for all day-care centers regardless of tax status, who provide services for children paid for with the Title XX funds. It does stand to reason that in order to provide equal services, equal funds are required.

11. The Child Care Act of 1979 as presented by Senator Cranston, does not exclude (discriminate) the proprietary day care centers from participation in government.

12. The American Public Welfare Association supports the need for continuation of the private sector in providing human services.

13. CONCLUSIONS:

A. The current Child Nutrition Amendment discriminates against qualified children in day-care centers even though these day-care centers are regulated, and strictly monitored and evaluated by the Federal Government via FIDCR.

B. The proprietary centers are wanted, needed, and regulated by the citizens and the Government of the United States respectively. In order to keep up with inflation, and to serve meals during extended hours, proprietary centers must have equal sponsorship with government funding.

C. Proprietary centers should not be pressured to change their corporate structure to nonprofit status and become tax consuming in order to get government funds for which the children are eligible. We see no difference in this than the fact that the children are recipients of Title XX funds, and reimbursement from the government is made directly to the centers for delivery of services.

D. The Child Nutrition Amendment of 1978 should be amended to include children enrolled in proprietary day-care centers.

E. The administrators of day care centers have a responsibility to the extent possible to avoid waste and/or misuse of USDA funds. We recognize that accountability requirements are necessary. NACDE is available for participation and welcomes the opportunity to influence the nature and scope of the accountability requirements government places on the centers and itself.

F. Although NACDE applaudes the present Administration's effort to cut the Federal Budget, NACDE emphasizes that these children are eligible under an existing program. We are not requesting additional programs to be initiated--we are asking for a fair share for the children whose parents select a proprietary center for their children's day care.

Attached letter sent, in addition to Senator Cranston, to:

Senator Harrison A. Williams (D) N.J. co-spon.
Chairman of Human Resources Committee

Senator Gaylord Nelson (D) Wisc. did not spon.

Senator Donald Riegle (D) Mich. co-spon.

Senator Gordan Humphrey (R) N.H. cons.

Senator William Armstrong (R) Colo. cons.

CREATIVE CHILD CARE, INC.
1955 Prince George Drive #H
Columbus, Ohio 43209
February 16, 1979

The Honorable Alan Cranston
United States Senator
Chairman of Senate Human Resources'
  Subcommittee on Child and Human
  Development
4230 Dirksen Building
Washington, D.C. 20510

Dear Senator Cranston:

We who are working providers cannot always afford the time from our centers or the expense of additional trips to Washington, D.C., but none the less we and the clients we serve will be greatly affected if and when Bill S-4 is enacted into law. We are hopeful that our written testimony will be given the same weight and consideration as the personal testimony from those invited to speak before the Committee. Therefore we are encouraged to make the following comments on the Cranston Bill S-4 covering the components of GROUP SIZE, CHILD/STAFF RATIO, LEVELS OF CARE, and NEED FOR ADDITIONAL PROGRAM.

In attempting to interpret the Cranston Bill S-4, we are concerned that when the rules, regulation, laws (whatever) are proposed and developed by HEW. Sec. 5 - Par. 5(C) (1) (2) and (3) that they will be tied so strongly to the HEW Title XX Regulations (FIDCR) therefore our following comments will be directed to the "Appropriateness of F.I.D.C.R. Report of Findings and Recommendations" and child care regulations as imposed by HEW.

I. GROUP SIZE

We are opposed to group size which has no consideration for room size as outlined on Page 61 of "Appropriateness of F.I.D.C.R. Report of Findings and Recommendations".

> Example: When a given area has floor space for 25 children, the center would be required to have only 15 children in the group. Will H.E.W. then subsidize the center for the additional 10 children much as we subsidize farmers for not planting acreage?

The proposed requirement does not take into consideration equipment needs and group activities but instead only increases unnecessarily the cost of day care with no guarantee to enhance the quality of care.

We would recommend and support group size up to 25 (with 2 sub-groups in the total group of 25), with children and staff assigned to a particular sub-group in a given area. FIDCR must not be restrictive to development. Consideration should be given to:

Organization of space
Open classrooms
Clearly defined areas
Absentee factor
Enrollment versus attendance
Human element
Right of choice
Center and parent philosophy
Flexibility to plan or control program at center level

Softening and sound absorbing materials can be added at less cost than partitioning a room to a given dimension allowing no flexibility for equipment needs or group activities.

II. CHILD/STAFF RATIO

Present FIDCR emphasizes the use of many "warm bodies" with no consideration of education, attitude, experience of intuitive instincts, aggressiveness in room management, ability to control groups of children with positive direction. Child Care Providers abhor hiring staff at minimum wage with little possiblity of wage increase. Too much staff at too low pay results in teacher burn-out and loss of teacher control to the program. An unrealistic child/staff ratio does not guarantee a better program, in fact it can be detrimental. Centers must not be required to replace one very capable staff member with two mediocre staff members. The physical facility, geographic location, and availability of trained staff has a great influence on the need for higher or lower child/staff ratio. A building with many steps to and from toilet areas, playground areas, etc. is a contributing factor. A well planned center relieves some of the need for the monitoring teacher's duties. A center in a remote rural area, where child development is a new field in the sense there is no one in the immediate area with formal training also contributes. If the building, leased; owned; or rented, does not lend itself ideally for the care of children, is inconvenient but adequate, we understand the need for greater staffing. At the same time to say that all centers, regardless of contributing factors, must have the same low child/staff ratio is a waste of tax dollars. This waste multiplied by millions of dollars constitutes a lack of respect for the taxpayers money.

We need to consider there is a wide variety in the parenting skills in the child(ren)'s home. Under Title XX Regulations, we are now serving low-income; working poor families along with the recipient families. Generally our services are extended to a one-parent family and most often the one-parent is the mother. The one-parent family is the fastest growing "family type" in our country, most generally with one to two children.

We find these families have a different need than the restrictive child/staff ratio* which the Title XX FIDCR implies. Too often govern-

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**CHILD/STAFF RATIO - In a day care setting, the ratio of the number of children in a group to the number of caregivers assigned to the group: A high child/staff ratio (for example, 20:1) means there are many children per caregiver in a group. A low child/staff ratio (5:1) means there are relatively few children per caregiver in a group.*

ment has assumed every recipient family has the same need. This assumption is totally false. We now realize that recipient families are indeed different from each other in their needs. Some are highly motivated, others illiterate, while others are limited with respect to their capabilities. Yet with this assumption that recipient families are identical to each other with respect to their needs, a low child/staff ratio was established. Now the same false assumption is being made about the working poor. Just because a family has little if any economic substance, does not mean they are without educational background; incapable of decision making concerning their child's well-being; or unconcerned for their child's well-being. It also does not mean they want or need total supervision with an agency assuming the supervision responsibility. Title XX centers are now serving families in which the support parent is a responsible, industrious member of the community employed at such tasks as secretarial and clerical employees; salespersons; skilled and semi-skilled workers.

These families do not require or want babysitting services. Yet, on the other hand they do not want or require our agency to assume total responsibility for raising their children. Therefore, they do not require a child/staff ratio which is so low it resembles child-home care. Instead they need quality child care which the parent along with the licensing agencies can inspect, consult with, and make their own decisions as to their child's needs. The unnecessary low child/staff ratio only increases the cost of child care services to the private paying parent and the already overburdened taxpayer.

At this point we want also to stress we are opposed to the understaffing of child care centers just as much as we are opposed to the overstaffing. Understaffing results in teacher burn-out, frustration and distress of teacher and children, lessens the ability of the care giver to work with the child as an individual, disinterest in the job, loss of cognitive development in the child, etc. In child care centers where overstaffing occurs, the employee unless extremely aggressive feels no need or desire to rise to the occasion and too often can be found sitting, reading, staring, on coffee breaks or frequent walks to the restroom. The employee is bored and as a result the children are short changed. At present the child/staff ratio under Title XX forces the private paying parent or the taxpayer to pay in whole or in part to a work-making situation which does not add to the quality of child care service provided.

Providers need flexibility to plan and structure their program and to use common sense. For example, naptime certainly should not mandate that a full staff be in the building at all times. Fewer teachers can care for the children's safety and well-being when they are relatively inactive in a building that adheres to all fire and safety standards.

Where an effective and proper local monitoring system is applied to public and private agencies; where the parent has a choice; and where the parent is informed of their right of complaint procedure, we can bring the standard of child care to the highest possible level.

We know if our child care program is not of the highest quality, the parent has only to take the child and the child care dollar to another center. A few years ago the choice of the parent was not so great, competition not so high, and the parents were not as knowing in their expectations. They were simply looking for babysitting. This is no longer true. Competition is higher, the parent is more knowing and better educated as to quality of service a child care center should offer.

The greatest misconception in the APPROPRIATENESS REPORT is that the F.I.D.C.R. child/staff ratio and groupings do little to increase the cost of child care -- in Ohio alone they increase the staff costs by 250 to 300%. (State Law versus FIDCR.) Child/staff ratio as imposed by the F.I.D.C.R. are not only unnecessary but dangerous in that they add so heavily to the mountain of inflation already overwhelming the taxpayer. We send the cost of care so high that the taxpayer is placed in double jeopardy, their tax dollar pays for a service whose cost has been driven so high that they can no longer afford this same service for their own child.

We recommend Federal child/staff ratios which are more supportable financially without lowering the quality of service.

Child/Staff	Age
1/1	under 6 months
4/1	under 2 years
7/1	under 3 years
9/1	under 4 years
12/1	under 6 years
15/1	6 years through school-age
10/1	mixed ages 3 to 6 years

III. LEVELS OF CARE

We recognize there are some children and families who are coming from so far behind they may require the services of a center which conforms to more stringent regulations than should normally be necessary. We would suggest that levels of care be established. Children or families with special needs would be identified either at the local administering agency or by the provider of service. These children or families could then be directed to the provider (most often public non-profit) who is eligible to provide that catagory of child care services. The public non-profit agencies have always had more funds available to them, they are eligible for U.S.D.A.; CETA employees; United Way Funds; and they do not pay the same taxes. These Centers could more easily and at less cost to the funding source conform to more stringent requirements. If all Federally Certified Centers are to be forced to comply with needless requirements, we are placing quality child care more and more out of the reach of the private client and making a socio-economic mix impossible to achieve. In this day of mounting inflation it behooves us to do everything in our power to overcome this common enemy and certainly not add to it.

IV. NEED FOR ADDITIONAL PROGRAM

Just because "we" do not place all children in an organized child care program does not mean these children are not receiving proper care. Is it truly necessary that "we" know where all children are as long as parents know where they are? An abundance or overabundance of licensed programs does not mean that children will be where "we" wish them to be.

If we cut back on Federal "RED TAPE" (paper work) we can encourage more participation from non-profit and proprietary agencies; providers who now find it impossible to wade through the documentation and restrictions. We have Federal regulations, State regulations and interpretations, Local regulations and interpretations. All these agencies require more paper and more red tape in order to prove "they" are doing their job (by passing down the responsibility) and justifying their own job (being accountable). The name of the game has become "Keeping The Bureaucracy Alive".

We need public education or re-education. Parents need to be made more aware of what they should be looking for in child care. The public needs to be more informed of their right to know the kind of care their child is receiving and what they (the parent) are paying for.

High School students (Juniors and Seniors) -- tomorrow's parents need education in the "art" of child care and in the components necessary to better assure quality care in day care homes or centers.

PROMOTE CO-ORDINATION at all government levels! Do we do this by promoting yet "another" funding source? We need the funding, we do not need more bureaucreacy fragmentation. Let's stop talking co-ordination and co-ordinate!

We believe the pending legislation on the new F.I.D.C.R. can if not properly implemented totally destroy quality child care services at an affordable cost to the taxpayers and the Nation's parents who are in need of this service.

We appreciate the efforts of our Legislators in bringing about the finalization of realistic Federal Day Care Standards to insure the highest quality care possible at the lowest cost possible to the taxpayers. We are all aware the cost of child care services will become astronomical if the Federal Government continually establishes regulations on top of regulations which eventually can only eliminate the operation of private day care agencies. This will have not only a tremendous effect on the loss of jobs and small businesses, but of overriding importance it will not guarantee any higher quality care for our Nation's children.

We know that many of our legislative representatives, if properly advised and informed, would work towards the establishment of responsible Federal Day Care Standards.

Those of us who have spent a lifetime in Early Childhood Education should indeed be allowed to have considerable input into any proposed Federal Day Care Standards.

We want to thank you for your consideration of our comments and make available to you our services in your deliberation of this matter.

Sincerely,

CREATIVE CHILD CARE, INC.

Elizabeth B. Schilling (Mrs.)

Senator **Cranston**. We will now have the next panel, panel 3. I thank you very much for your presence. Please help us get through this panel by 12:30. Let me say, Marian, it is a particular pleasure to see you.

STATEMENTS OF MARIAN WRIGHT EDELMAN, DIRECTOR, CHILDREN'S DEFENSE FUND (ON BEHALF OF AD HOC CHILD DEVELOPMENT COALITION); ACCOMPANIED BY PAULA McMARTIN, BOARD MEMBER, NATIONAL COUNCIL OF JEWISH WOMEN; STEPHEN I. SCHOLOSSBERG, GENERAL COUNSEL, UNITED AUTO WORKERS; AND REGINA O'LEARY, BOARD MEMBER, LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

Ms. **Edelman**. We will be extremely brief. We will submit our statement for the record, and look forward to working with your staff.

We came here basically to say thank you for your leadership, because we really do appreciate your standing up for children.

Second, we came here to talk about the need for new, comprehensive child development legislation. We think that S. 4 is a very major step in that direction. As you know, when the President first came into office, our group got together and the 88 of us sent a letter to the President expressing our strong need for child care. We stand by that. We are very disappointed that the administration comes in and does not recognize the broad-based need in the community. They obviously have not been in the community, because the need for child care in the communities is one of the first priorities.

I would like to submit, once again, our letter to the President expressing our strong views about how all families need child care, and in order to give you and the Senate broad-based support from the 88 associations on whose behalf I testify this morning.

The coalition feels strongly about, one, the need for legislation, the need to move and to educate the country about it. We are determined, no matter how hard it may be in this atmosphere recently against more Government spending, to convince the Government that this one is cost effective and needed.

Second, we are concerned that any bill really does provide comprehensive services. We are not really talking about standards for quality care. The standards that are provided for will be of high quality.

Third, the coalition feels extremely strongly for the need for diversity of delivery systems. We think parents must have a range of options, and that there is no one system that will work. We would strongly endorse that provision for diversity.

Fourth, in an atmosphere of cost restraint we feel strongly that attention be given to the not-for-profit child care, because we think that with scarce resources that we should be trying to extend provisions for as many children as we can. We do feel strongly that nonprofits should be given priority.

Fifth, we feel strongly, obviously, about maintaining a strong parental role. We reaffirm our own view that this act is very clear about. We are not talking about replacing parents. We are talking about options, depending on the need and the locality.

Sixth, we want to state that there is a need for new action and more money. While there is Head Start, we all know Head Start serves a few. It is not nice to hear the administration speak; when we look at fiscal 1980 budget requests for Head Start, and we calculate it, under our own calculations, we will lose $20,000 for kids, or lose in terms of quality, unless they ask for more. We don't know how much money, but it is clearly not adequate. There is a compelling need for increases through this new bill of child care services and of high quality for children

Basically, I think that we stand by what we have said earlier. We come to say strongly that we want to see this bill. We want to see it strengthened. We want to see it passed, and we are willing to work with you in every way to educate the public and get it through the Senate. We are open to questions.

[The prepared statement of Ms. Edelman and documents referred to follow:]

TESTIMONY OF MARIAN WRIGHT EDELMAN
ON THE CHILD CARE ACT OF 1979 (S.4)
BEFORE THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE U.S. SENATE COMMITTEE ON HUMAN RESOURCES

February 21, 1979

Senator Cranston and members of the Subcommittee:

I am Marian Wright Edelman, and I would like to thank you for your invitation to come before this Subcommittee to testify on S.4, the Child Care Act of 1979. My colleagues on this panel and I represent organizations participating in the Ad Hoc Child Development Coalition, a group of over 50 national, state and local organizations that work together to bring about specific reforms in the area of child care. This Coalition began in 1970 to urge the passage of the Comprehensive Child Development Act of 1971, and over the years its membership has expanded to bring diverse interests and constituencies -- including religious, civil rights, women's and civic organizations -- to focus on the improvements in the care of young children. Our member organizations represent families all across this country, and we regularly observe how the lack of adequate child care services threatens family stability and frequently harms children. Research done by my own organization, the Children's Defense Fund, and by others in the Coalition, indicates beyond a doubt that there is a crying unmet need for child care services that is currently not being addressed by state or local, public or private sources.

I am here today also as the parent of three young children, and one who for years has faced the problems of the endless arrangements, schedules, crises and costs of making sure my sons are safe and happy while my husband and I work full time. When I first testified on behalf of child care legislation, I was one of some 5 million working women with children under six needing pre-school care. But the need has not diminished now that my children are in public school. Their after-school hours, their holidays and vacations, and their illnesses all are continuing reminders of the enormous energy and expense which working parents expend to juggle the responsibilities of supporting and caring for their children.

For all these reasons, we want to commend you, Senator Cranston, for the concern for children and the political leadership you have shown by introducing this legislation. The Child Care Act of 1979 we hope will make the case that convinces the American public and its national policymakers that the 7 million children under age six and the additional 22 million children of school age with working mothers can wait no longer for their child care needs to be met. And for all the other groups of children who need these services, we are here today to join with you in speaking out on their behalf. Like you, we are convinced that federal funds, coordination and leadership are necessary to create a national system of quality care for children and their families in this country. We appreciate your courage to stand up and honestly address a real need for human services, at a time when it is fashionable and easy for public officials to use fiscal conservatism as an excuse to avoid their responsibility for helping children and families.

As you said in your opening statement, while it is a time for fiscal prudence, it is not the time for wholesale retreat on our commitment to resolving our social and economic ills. Nor is it a time, I would add, to balance a budget at the expense of our children. That is a penny-wise and dollar-foolish approach. What we need is a major effort to convince your colleagues in the Senate, in the House of Representatives, and in the Carter Administration, of the importance of the longer-range view. For care for children is not a frivolous public expenditure. It is a program whose cost-effectiveness and future savings will be demonstrated to the American taxpayers.

Millions of American children and families need your and your colleagues' help. Witnesses testifying before this Subcommittee last year, including many members of this Coalition, provided data and reiterated how extensive was the need for child care services. You heard testimony on the difficulties of finding quality care, of long waiting lists, of services stretched to their capacity with no funds to expand, having to turn away families every week who needed care for their children.

There are child care shortages all over the country. Not only are there licensed slots for merely 10 percent of the 28 million children of working mothers, but many other families who need it do not have access to quality child care. Consider the:

-- 5 million families who have at least one handicapped or retarded child who could benefit enormously from early professional intervention;

-- 9.7 million single-parent families, for whom child care would facilitate employment or relieve some of the enormous pressures of raising a family alone;

-- one-half to three-quarters of a million children removed from their homes, for whom child care would be a relatively inexpensive, preventive service to preserve and strengthen families;

-- untold numbers of abused and neglected children, whose parents could use the respite outlet child care provided; and

-- 10 million children living in abject poverty, who could benefit in school and in jobs from the boost early childhood programs provide.

What this country must recognize is that all families need help, from time to time, in raising their children, and until we have a system to provide the various supports families need, we will continue to watch families dissolve, their children placed in expensive out-of-home care, or fail in school, or suffer handicaps and other consequences of illnesses undetected and untreated. This Coalition has written to the President* and urged him to put sound programs and policies behind his pro-family rhetoric, but his leadership has not been forthcoming. You and the rest of the Congress now have an opportunity to exercise that national leadership on behalf of children and

*A copy of our letter is attached.

families to bring about programs that your constituents need and want, and we are here today to lend our support for that task.

We believe, however, that the vehicle around which to rally support must be the strongest possible bill that will lay a solid foundation for a comprehensive system of child care and family support services. We believe the bill must reflect principles that a broad constituency of groups can endorse because they recognize that such principles are essential for promoting services that are good for children and families. This Coalition has listened to many views on this subject, and we have achieved consensus on several major principles:

- that any delivery system used be open and diverse, to ensure that local and parental choice controls the nature and content of child care;
- that the system be comprehensive, including a broad scope of child care and related family support services;
- that there is a strong mandated role for parents to shape programs caring for their children; and
- that there is a strong commitment -- together with plans and funds -- to monitor and enforce standards guaranteeing quality care.

The Child Care Act of 1979 goes a long way toward meeting these principals, but we would clarify and strengthen certain of its provisions to render it, in our view, a stronger bill. We will not suggest detailed changes here, but hope to continue to work with you to tighten and clarify the legislative language. We would instead like to concentrate on the major substantive issues raised in the bill.

First, Section 4(a)(1) mandates that each state designate a state agency to be responsible for activities funded under this bill. While the range of activities is broad, little guidance is given to the states in selecting which state agency is most appropriate to oversee the child care and related services provided under this bill, or what kinds of arrangements should be encouraged if any single state agency is not entirely equipped to do an adequate job. The bill should provide guidance for selection of a state agency that reflects the intent of the legislation to be comprehensive; i.e., that any agency chosen should be able to administer child care programs not just from the point of view of welfare, or education, or employment, or health, but rather be able to coordinate these and other necessary components of quality child care.

Second, Section 4(a)(3)(B) states that funds may be distributed through contracts, grants, or alternative payment arrangements. We are concerned that this last option may open up the use of public funds for a host of child care arrangements that are potentially damaging to children and extremely difficult if not impossible to monitor or regulate. While some limited experimentation with the use of vouchers might be a useful part of this bill, we would urge strongly that public funds be spent for care provided by nonprofit providers, whether or not payments are made directly or indirectly. By nonprofit we would not exclude those child care services run by profit-making organizations which do not have the provision of child care as their business. Rather we need to exclude from sharing the scarce public resources this bill would provide those companies that seek to make a profit directly from the care of our children. We do not believe public money should be permitted to be spent this way in this time of scarcity of funds for human services.

Third, Section 4(a)(3)(C) mandates priority be given to child care providers who take into account family income, family size and single parents. We believe this legislation must recognize the important principle that many different kinds of families may need help from time to time, and the definition of "need" for priority of services should be expanded to include handicapped children, children with limited English-speaking ability, children at risk of being removed from their own homes, and children at risk of or who have been abused or neglected. Only when these broader categories are considered will integration and the socio-economic mix intended by the bill come to pass.

Fourth, Section 4(a)(4) encourages funds to be distributed to a variety of child care providers in each community. We hope this Section can be strengthened to mandate this variation. Only through local choice and diversity is it possible to ensure that parental preferences guide the important personal, ethnic and cultural practices that are so central to the care of young children. Options for the kind of care available (e.g., family, group or center-based), as well as the agency providing it (e.g., church, school, private nonprofit, union or company), protect a family's right to preserve its particular child-rearing style as much as the option not to use these services at all. The bill must mandate a system in which parents can choose freely among a wide range of services. This will both strengthen families' confidence in child care programs and benefit children.

Fifth, we are pleased that Section 4(a)(7) provides funds for information and referral services. So many times what is needed in a given community is to identify and help parents use existing resources and to link individual providers to each other and to support services that help them upgrade the quality of care they provide. Agencies like the Childcare Switchboard in San Francisco, whose Director you heard from on February 6, serve critical coordination functions. Your efforts to encourage their replication and development will be cost-effective, practical and immensely important in the long run.

Sixth, we cannot state too strongly the importance of Section 4(a)(8), which provides funds for training of child care workers and administrators. We continue to be impressed by the commitment of those who work with young children to increase their professional growth and understanding of child development. They work long hours at low wages, and yet they turn out at workshops and for courses on evenings, weekends and holidays, on their own time, and in large numbers. The importance of their continuing education is underscored by the recent National Day Care Study done for the Administration for Children, Youth and Families, which shows that continuing, specific training in working with young children is the best guarantee of the quality of the caregiver. Very often, individual programs cannot pay for this in-service training because priorities for stretched dollars are given to other needed direct services for children and families. Federal assistance, then, in this critical area is appropriate and greatly needed.

We would, however, suggest that the bill's provisions dealing specifically with training, be amended to reflect more accurately what we know about caregiver quality and qualifications, i.e., that many different kinds of caregivers should be included in child care programs; and that experience with children and workshops and training directly related to child care are more important than formal academic credentials. We would add "other caregivers" to expand the personnel eligible for pre- and in-service training. We would hope that federal guidance in this area would draw heavily on the National Day Care Study's findings of what kinds of training correlate with improved quality care, and on the Child Development Associate program, which provides an excellent alternative to academic credentials in its competency-based approach to caregiver certification.

Seventh, we applaud your recognition of the importance of guidance in setting standards of quality for child care as reflected in Sections 4(a)(9) and 7(a), which provide incentives and technical assistance to states to develop, improve and implement their licensing programs. Currently a labyrinth of rules -- too lax in some states to protect children and too complicated in others to be understood or implemented -- mean that providers, parents, and officials charged with enforcement do not have adequate guidance in setting standards that safeguard and nurture children. The federal government can play a unique and useful role by selecting from the 50 states the components that make a good code, developing a model, and providing the technical assistance for state revision, implementation and monitoring plans.

However, we must urge that these activities do not take place separate from past experience or without coordination with the Federal Interagency Day Care Requirements (FIDCR), which are currently being revised by HEW. While we understand and share your concern, Senator Cranston, about the overly lengthy process the FIDCR have gone through to be revised and approved, we urge you and your colleagues to encourage that

HEW complete this process definitely by the fall of this year, rather than include yet another standard-setting exercise in this bill. Overlap and fragmentation of regulations are already a problem in the child care area, and we would hate to see the Secretary's attention diverted from establishing reasonable, comprehensive and strong FIDCR as the mechanism to guide child care quality.

Further, we would hope that the Model State Licensing of Child Care Providers Act envisioned in Section 7(c), if developed, be done in a manner congruent with the standards outlined in the revised FIDCR. Any such work to develop a model code should also take cognizance of the work commissioned between 1970 and 1972 by OCD (now ACYF) to draft a model licensing statute, which involved extensive review by professionals, parents and providers. Perhaps efforts now should be focused on updating and implementing that statute instead of developing a new one.

Eighth, we want to underscore the importance of parental involvement recognized in this bill. Parents are the key to the acceptance, use and quality of child care programs, and their meaningful involvement ensures the consistency of child-rearing styles that research has shown unequivocally is important to children's healthy cognitive, emotional and social development. To make sure parents have a significant role, we urge you to consider strengthening the participation of parents of children receiving or eligible to receive child-care services assisted under this Act. Our experience with other citizen panels (for example, those to develop state plans for Title XX of the Social Security Act or the Health Planning Agencies) has shown us how easy it is for professionals and officials with more education, training, experience, confidence and technical resources to overpower the voices of parents on these committees.

Ninth, the formula to allot funds among the states currently is based primarily on the employment of a child's parents and the extent of poverty in that state. This requires further thought for two reasons. First, state data do not currently exist in the form the formula needs. Second, it ignores many other groups of children who need child care services and whose distribution in the population should be taken into account. Perhap the Secretary of HEW should be asked to determine what data are available to use in a formula for allotment of child care funds and to study the differences inclusion of other variables beside employment and income make in the formula. For example, the Survey of Income and Education in 1976 contains not only much of the information requested in the current formula, but also data on handicapped children, bilingual children and other characteristics that may prove important to take into account.

Tenth, we believe much more care needs to be given to developing the evaluation measures suggested in the bill. While we agree with the necessity of setting reasonable goals and objectives, and to monitor and report to the public on their progress, the indicators included in Section 12(b)(3) of the bill will be misleading and problematical in evaluating the effectiveness of child care programs. Adequate child care services *will* prevent many harmful and costly consequences to children and society in general. But the relationship of child care or the lack of it to ills such as juvenile delinquency, abuse, neglect or vandalism is extremely complex, difficult to measure and requires longitudinal study. The public and Congress should not have to wait years to measure complicated possible program effects. They should be able to get timely, practical management data to evaluate the programs' efficiency.

There are other indicators of greater value in providing feedback to Congress and the public. For example, we need to know annually the number of children served by the program, classified by the general type of provision (type of provider, length of day, number of days, type of sponsoring institution if any, presence of related federal programs such as food or health or Title XX services) and by rudimentary facts about the children and their families (sex, age, race, duration of participation, number and employment status of parents and, perhaps, some indirect measures of income such as participation in means-tested federal programs). In addition, each state should be required to collect basic information sufficient to measure progress towards the goals and needs it has identified in developing its state plan. These data would go a long way to helping policymakers and taxpayers hold programs accountable and judge what is still needed to provide needy families with appropriate services.

Senator Cranston, these comments are intended to improve a bill which we support as essentially providing a base to build a sound and comprehensive system of child care services for millions of children who desperately need them. Children have waited too long for political promises to be translated into programs to serve them. Millions of children have wandered the streets or been left in haphazard, damaging arrangements while Administrations have changed and policymakers come and gone. Now is the time to act on their behalf. The members of the Ad Hoc Child Development Coalition are ready to work with you to see that this happens.

Senator CRANSTON. Thank you very much.

Mr. SCHOLOSSBERG. I want to say how proud we are, on the part of this coalition, to have as our leader someone so articulate as Marian. She exemplifies exactly what we are talking about here today. We are grateful for the forum and the leadership you have given, because we, in the U.A.W. and among friends of ours, are dreadfully distressed at the spectacle of a Democratic Congress and a Democratic President trying to see which one can be the most penurious and most chiseling on social programs, and the one that will most take it out of the children, our greatest resource for the future, to save money for an inflationary spiral which all of us are concerned with.

Liberals and progressives are to take on inflation and do whatever is necessary, but not to sacrifice programs like programs for children. We hope that the spectacle of a Democratic Congress competing with a Democratic President. as to which can be cheaper and meaner, will not come true. We hope that this society, as other societies have, does not become a cruel society in the face of inflation, that it will become a compassionate society.

If you can help, and with the leadership of people like Marian, it will be a compassionate and humane society.

Ms. O'LEARY. The League for Women Voters fought a good fight in 1971, and we all lost, unfortunately. I want to reemphasize our concern for all those kids we talked about in 1971. They are 8, 9, 10, 11 years old now. We almost lost them. If we don't save them in their first 5 years, we might as well hang it all up.

Thank you for caring.

Ms. MCMARTIN. I would like to add, we feel that point is well-taken. We have sat on the sidelines for years, waiting for regulations to go into effect, but we are concerned lest we just have to use another bureaucratic overlay. We would like to not be on the sidelines. We will do what we can to expedite the process, but we are afraid we will see further complications and compoundings. We would like to simplify this.

Ms. EDELMAN. I hope because of time constraints we will still be able to have some detailed reactions to the bill.

Senator CRANSTON. Please react in any way. I thank each of you for your support, and for your deeply felt feelings, based upon the facts that you bring us. Thank you also for your brevity.

I have some questions that I will direct to you, Marian, but if others want to comment, that is fine. How would you assess the need for child care services in the United States, compared to the need which existed back in 1971 when the coalition was originally formed?

Ms. EDELMAN. The state of data on children in this country is dismal. That is one of the things the Children's Defense Fund wants to correct. There is an increasing need. There are more women working than in 1971. The children who remain in poverty are still there. The numbers of families with handicapped children are still there. Centers have remained constant. I think the need is enormous. You go into the communities, and you can just judge from the kinds of communities that the need is greater. As the pressure of inflation and unemployment are increasing, the need for families to have child care facilities will grow, in our perception, and we want to bring a sense of urgency.

Ms. O'LEARY. I would like to add a word for the gentlemen. We keep overlooking fathers. We have millions of fathers who are single heads of families. The urgency is there for both sexes, both parents.

Senator CRANSTON. Earlier this morning, I discussed with HEW the possibility of the administration supporting some kind of modification or phasing-in of legislation like S. 4. Perhaps starting with the planning, technical assistance, training, and licensing provisions of S. 4 in the first year, to be followed by funding of the services program in the second year. What would you think of such an approach, if we could get the administration's support, in light of the serious budget constraints for the fiscal year 1980 budget?

Ms. EDELMAN. I try to be a realist and a pragmatist, but I would think an objection to this limited approach is appropriate. I think we need services this year. I think, in light of what the administration failed to request on Head Start, I don't think we can solve these problems on the backs of our children. What I would like to do instead is rally our forces and bring to the attention of the public around the country, the cost-effectiveness, and see if we can't respond incrementally. I think we all realize that we will not get a major new program. I think we are willing to talk about phasing-in, but a new stab that is met with Head Start cuts—that only meets 20 percent of the need, and title XX is a very necessary step. I think we have to insist that we begin to respond to what our children need, and that this is a cost-effective area.

Senator CRANSTON. Are there any other comments?

Let me ask one more question. What do you think would be a reasonable authorization for implementation of S. 4 in the first year.

Ms. EDELMAN. We want to do some more formula runs. We are not quite clear on the basis that we are looking at now. We will do some looking at the formulas and the number of kids involved.

If I had to throw out a number, and speaking for myself now, for the moment, if we were to talk about this bill trying to serve a 20 percent additional need over and above Head Start, and who is being served by title XX—but we ought to be talking about trying to meet the needs of 20 percent more of our children who have needs not being met, and phasing it in in similar amounts each year for the next 5 years. But we will be giving you very specific suggestions on the money and the number of kids, after we run a little more detailed analysis on your formula.

But I think 20 percent is a good stab, adding that over each year.

Ms. O'LEARY. Let's say it is a minimal stab, 20 percent.

Senator CRANSTON. Could each of you reflect on those last two questions, and give us in writing your thoughts? That is it for the moment.

We thank you very much.

We come to our last panel.

STATEMENTS OF SUE BROCK, PRESIDENT, CALIFORNIA CHILDREN'S LOBBY (ON BEHALF OF COMMISSION TO FORMULATE A STATE PLAN FOR CHILD CARE AND CHILD DEVELOPMENT SERVICES FOR CALIFORNIA); SUSAN A. ARONSON, M.D., F.A.A.P., MEDICAL COLLEGE OF PENNSYLVANIA (ON BEHALF OF AMERICAN ACADEMY OF PEDIATRICS); IRENE ROSE, HOME ECONOMICS SUPERVISOR, ATLANTA AREA TECHNICAL SCHOOL (ON BEHALF OF AMERICAN HOME ECONOMICS ASSOCIATION); AND CHARLENE STEWART, COORDINATOR, POLICY, PLANNING, AND DEVELOPMENT, OFFICE OF CHILD DEVELOPMENT, CALIFORNIA DEPARTMENT OF EDUCATION

Senator **Cranston**. Sue Brock will go first. I am glad you were also able to make it.

Ms. **Brock**. My name is Sue Brock. I am a single parent. I am president of the California Children's Lobby, and a member of the California Commission to formulate a State plan for child care and development services, appointed by the Superintendent of Public Instruction, Dr. Wilson Riles. Both the Riles Commission and the Children's Lobby wholeheartedly support S. 4, which mirrors the California legislation reflecting the recommendations of the Riles Commission.

Over the past 10 years, child care has advanced slowly in California. The manner in which we have begun to address our child care needs and our subsequent legislative records are impressive, funding levels notwithstanding.

Through the State Department of Education, Office of Child Development, California provides subsidy for child care centers, family day care homes, and in-home care through a variety of programs including campus child care, high school infant care for the one-tenth of the high school girls who have a baby each year, migrant infant and child care for the 32,000 migrant children under 5 in California, information and referral program, children's centers, sick child care, 24-hour child care, vendor and voucher programs which subsidize children in public and private, nonprofit and for-profit programs, and a host of others.

Right now in California, and I know you know this, Senator, there are approximately $167,000 in State and Federal child care funds administered through the State Department of Education. This subsidy serves about 75,000 children. Adding the 20,000 children in the State preschool program, the 24,000 children in the Head Start program, the 60,000 subsidized through the income disregard program administered through the county welfare departments, and every additional non-subsidized but licensed child care space in California, you come up with around 366,000 children being served through a subsidized program or licensed facility. There are 1 million preschool age children in California who need child care. We are currently meeting one-third of the need.

The Riles Commission was appointed last February and spent 9 months hearing testimony all over California. Hundreds of parents and child care providers appeared before the commission, and hundreds more sent written statements. Commission members represented virtually every service type, geographic area, and point of view—a cross section of people who would normally bloody each other in minutes over everything from licensing to credentialling. The remarkable consensus of the members of this diverse body is reflected in the commission's report, its recommendations and legislation.

The commission determined that all families independent of income considerations should have access to quality child care and development services that meet their needs. To achieve this availability of service, the commission recommended an expansion of programs over the next 5 years in order to meet one-half of the unmet need in California. Priorities in the first year are programs for infants and toddlers; children at risk; before and after school programs; resource and referral; programs in rural areas; and programs for handicapped children.

The commission recommended that child care continue to be administered by the State department of education, a decision the California Legislature made in 1972, when it opted for developmental rather than custodial child care. The commission recommended building on the strengths of existing services and expanding across all types of programs and delivery mechanisms. And the commission agreed on various indicators of quality which include standards of licensure and nonexploitive staff salaries. Those two indicators are in addition to the essential program components which include health, social services, nutrition, transportation, special services as needed, education, protection and supervision, parent education and involvement, support services to providers, staff development, special needs including multilingual and multicultural, and evaluation.

How does all this translate into dollars? In California, the statewide average cost of the programs administered through the State department of education is $4,500 per year per child. As we annually fight for money to meet children's needs, we are reminded of the financial constraints. If we have limited funds, should we choose to serve 1,000 children in custodial programs or 500 children in quality programs?

The Riles Commission supports the concept of quality child development programs. Thus the Riles Commission enthusiastically supports the concept, scope, and leadership evidenced in your bill, S. 4.

Speaking on behalf of the California Children's Lobby, I would underscore the importance of three provisions or implications in S. 4.

First, that we recognize and staunchly support the major commitment of funds requisite to implementing the proposed legislation. Money is tight all over. Choices do have to be made. But there are some things that can not wait. Child care is one of those things.

Californians know better than most the limitations of available tax resources California's proposed budget is a disaster for children who need help. So we turn to the Federal Government because child care is a national issue.

Child care is not a welfare issue, nor a women's issue, nor even a children's issue. Child care is a national issue because there are hundreds of thousands of families in virtual crisis, and millions of kids who are annually damaged through our national, State, and local neglect. We pay for damaged kids through a variety of remedial programs. It is far more costly in financial terms and it is often too late in human terms. This wasting of human potential is fiscally irresponsible and socially bankrupt.

If we do anything in the national interest, we have to insure that our children grow up to be healthy, productive adults. Our children are our future, and as Charles Kettering put it, about 30 years ago, "We should all be concerned about the future because we will have to spend the rest of our lives there."

Second, I would underscore that we simplify and not reorganize funding streams or delivery mechanisms. Major reorganization in a time of fiscal crisis and unmet needs is a luxury we can ill afford. Bureaucracies are cumbersome networks of humans whom we house in tabernacles of red tape. They all receive criticism, some earned and some inevitable. But right now, services most need to be stabilized and expanded. Not reformed. A Roman general said in 210 B.C.

> We trained hard * * * but it seemed that every time we were beginning to form up into teams, we would be reorganized. I was to learn later in life that we tend to meet any new situation by reorganizing; and a wonderful method it can be for creating the illusion of progress while producing confusion, inefficiency, and demoralization.

Third, I would underscore the importance of the single State agency determination for the administration and oversight of child care service. Since the California Child Development Act of 1972, a single State agency waiver has been requested of HEW by California to enable the Department of Education to receive and to administer those title XX funds used for child care services. Annually, this waiver request has been denied, or not acted on. The results are felt with tedious and expensive interagency transfers of funds. I would hope that S. 4 would facilitate a more direct funding stream.

S. 4 is essential legislation. It is long overdue. The Riles Commission and the California Children's Lobby are committed to working for its timely passage and enactment. I am confident we'll be successful this session because it's the right thing to do.

Thank you very much, Senator.

Senator CRANSTON. In order for us to meet our time constraints' we will insert your full statement into the record.

[The prepared statement of Ms. Brock follows:]

February 21, 1979

Sue Brock, President
California Children's
Lobby

Testimony before the Human Resources
Subcommittee on Child and Human Development

S. 4 - The Child Care Act of 1979

My name is Sue Brock. I am the President of the California Children's Lobby and a member of the California Commission to Formulate a State Plan for Child Care and Development Services, appointed by the Superintendent of Public Instruction, Dr. Wilson Riles. Both the Riles Commission and the Children's Lobby wholeheartedly support S. 4 which mirrors the California legislation reflecting the recommendations of the Riles Commission.

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Right now in California, there are approximately $167M in state and federal child care funds administered through the State Department of Education. This subsidy serves about 75,000 children. Adding the 20,000 children in the State Preschool Program, the 24,000 children in the Head Start Program, the 60,000 subsidized through the Income Disregard Program administered through the County Welfare Departments and every additional non-subsidized but licensed child care space in California, you come up with around 366,000 children being served through a subsidized program or licensed facility. There are one million preschool age children in California who need child care. We are currently meeting one-third of the need.

The Riles Commission was appointed last February and spent nine months hearing testimony all over California. Hundreds of parents and child care providers appeared before the Commission and hundreds more sent written statements. Commission members represented virtually every service type, geographic area and point of view -- a cross-section of people who would normally bloody each other in minutes over everything from licensing to credentialling. The remarkable concensus of the members of this diverse body is reflected in the Commission's Report, its recommendations and legislation.

The Commission determined that all families independent of income considerations should have access to quality child care and development services that meet their needs. To achieve this availability of service, the Commission recommended an expansion of programs over the next five years in order to meet one half of the unmet need in California. Priorities in the first year are programs for infants and toddlers; children at risk; before and after school programs; resource and referral, programs in rural areas and programs for handicapped children.

The Commission recommended that child care continue to be administered by the State Department of Education, a decision the California legislature made in 1972 when it opted for developmental rather than custodial child care. The Commission recommended building on the strengths of existing services and expanding across all types of programs and delivery mechanisms. And the Commission agreed on various indicators of quality which include standards of licensure and non-exploitive staff salaries. Those two indicators a[illegible] addition to the essential program components which include health, social services, nutrition, transportation, special services as needed, education, protection and supervision, parent education and involvement, support services to providers, staff development, special needs including multilingual and multicultural, and evaluation.

How does all this translate into dollars? In California, the statewide average cost of the programs administered through the State Department of Education, is $4,500 per year per child. As we annually fight for money to meet children's needs, we are reminded of the financial constraints. If we have limited funds, should we choose to serve 1,000 children in custodial programs or 500 children in quality programs?

The Riles Commission supports the concept of quality child development programs. Thus the Riles Commission enthusiastically supports the concept, scope and leadership evidenced in Senator Cranston's Child Development Act, S.4.

Speaking on behalf of the California Children's Lobby, I would underscore the importance of three provisions or implications in S.4.

First, that we recognize and staunchly support the major commitment of funds requisite to implementing the proposed legislation. Money is tight all over. Choices do have to be made. But there are some things that cannot wait. Child care is one of those things.

Californians know better than most the limitations of available tax resources. California's proposed budget is a disaster for children who need help. So we turn to the federal government because child care is a national issue.

Child care is not a welfare issue, nor a women's issue, nor even a children's issue. Child care is a national issue because there are hundreds of thousands of families in virtual crisis and millions of kids who are annually damaged through our national, state and local neglect. We pay for damaged kids through a variety of remedial programs. It is far more costly in financial terms and it is often too late in human terms. This wasting of human potential is fiscally irresponsible and socially bankrupt.

If we do anything in the national interest, we have to insure that our children grow up to be healty, productive adults. Our children are our future, and as Charles Kettering put it, about thirty years ago, "We should all be concerned about the future because we will have to spend the rest of our lives there."

Second, I would underscore that we simplify and not reorganize funding streams or delivery mechanisms. Major reorganization in a time of fiscal crisis and unmet needs is a luxury we can ill aford. Bureaucracies are cumbersome networks of humans whom we house in tabernacles of red tape. They all receive criticism, some earned and some inevitable. But right now, services most need to be stabilized and expanded. Not reformed. A Roman General said in 210 BC, "We trained hard.... but it seemed that every time we were beginning to form up into teams, we would be reorganized. I was to learn later in life that we tend to meet any new situation by reorganizing; and a wonderful method it can be for creating the illusion of progress while producing confusion, inefficiency and demoralization."

Third, I would underscore the importance of the single state agency determination for the administration and oversight of child care service. Since the California Child Development Act of 1972, a single state agency waiver has been requested of HEW by California to enable the Department of Education to receive and to administer those Title XX funds used for child care services. Annually, this waiver request has been denied, or not acted on. The results are felt with tedious and expensive interagency transfers of funds. I would hope that S.4 would facilitate a more direct funding stream.

S.4 is essential legislation. It is long overdue. The Riles Commission and the California Children's Lobby are committed to working for its timely passage and enactment. I am confident we'll be successful this session because it's the right thing to do.

---oooOooo---

Dr. ARONSON. My name is Susan Aronson. I am a pediatrician. I am also assistant professor of Community and Preventive Medicine and Pediatrics at the Medical College of Pennsylvania, and also consultant for health, safety, and nutrition to day care programs in Pennsylvania. I am testifying today on behalf of the American Academy of Pediatrics, an international association of pediatricians who advocate and care for the health and development of infants, children, and adolescents.

I remind you, day care is not simply a service for preschoolers, but, as others have implied, involves infants as well as school-age children.

The Academy supports a long-range national goal of universal availability of child day care to families who need and want help in caring for their children. Pediatricians believe that America's children have already waited too long to be discovered and valued as a critical national resource. The prevalence of this view is illustrated by a mail survey of Philadelphia Pediatric Society members, in which respondents were asked to cite 13 areas on which efforts for improving child health care in the urban-suburban Delaware Valley community should be focused There was an unusually high return rate, 25 percent, for this mailed questionnaire. The 123 pediatrician-members who responded ranked "good quality day care for children of working mothers" second after immunization of all children under 15 years of age, and ahead of such notably urgent problems as nutrition education for children and parents, improved emergency room care for children, coordination of services for learning problems, and child abuse prevention.

I am pleased to appear before you today to comment for the American Academy of Pediatrics on S. 4, the Child Care Act of 1979. Such a proposal will, if properly funded and implemented, provide desperately needed expansion of child care services. The Academy would propose today, however, that the bill must go beyond mere availability of child care and assure that such care is of adequate quality.

I really want to highlight what every speaker who has appeared before you today has included, about health, safety, and nutrition, in his or her testimony about the essential services that must be included. So I really feel I am almost underscoring that.

Of course, in the report which you presented and the GAO report issued on February 6, again health services are included as essential services needed to enhance and permit the adequate development of children. The Federal tolerance of this shortage of child care is undermining the present investment in other programs. An example of this neglect is the Adolescent Health Services and Pregnancy Prevention and Care Act of 1978, whose funding really provides for coordination of services and not for provisions of direct services, except where they are not already available.

Yet, we know that such services are virtually unavailable for the majority of these young mothers. In 1978, in just one of the five major medical facilities in Philadelphia, there were nearly 400 babies born to adolescent mothers, most of whom were eligible for title XX services. In that same year, there were only 226 title XX infant and toddler child care slots in the entire city.

We urge that you strengthen the language of the Child Care Act of 1979 to include a requirement that State agencies do more than just coordinate, as described in paragraph (c). The bill should stipulate that the agencies assess their State's child care needs, including those which result from existing State and Federal legislation. The result of this assessment should be added as a reporting requirement in section 4(d). Further, the act should stipulate that the report as specified in section 4(d) be presented to and reviewed by the State advisory panel at least 1 month prior to its submission to the Secretary and Congress.

I have served on such panels at the State level. We were limited in our effectiveness by the amount of information the State agencies were willing to share about what is really happening. We reached an adversary position, because the State did not provide that information.

In addition, I would like to underscore and strengthen the sections of S. 4 which allow coordination by the State agency with other appropriate services, including health and nutrition services, available under other Federal and State programs. As pediatricians we applaud this provision, but we believe a requirement for that coordination must be explicitly worded to assure that children are not deprived of minimal preventive and developmentally supportive services.

It is one thing to demand, but unless you allocate funds to actually achieve it, it will not happen. The American Academy of Pediatrics has emphasized the importance of support services for children to be able to benefit from this kind of child care.

In recommending standards, the academy has taken a very programmatic, minimal standard, cost-conscious stand. The academy recommends preventive health care for children which is minimally required for the care of children who receive competent parenting, who have not manifested any health problems, and are growing and developing. These standards exist. We know what children at specific ages need and require. We should assist parents in obtaining those services when parents are unable and perhaps not knowledgeable enough to find those services for their children. This is very important, because it separates the provision of direct services to which coordination applies.

We also feel that social services should be targeted for those families that use them. Further, we recommend that each State agency be required to report to the Federal authorities about which services they do plan to coordinate with, and those with which they have actually achieved coordination. This is not left as a pie-in-the-sky idea, but to be accountable.

Mr. Chairman, we have also highlighted the need to provide services for migrant and handicapped children. The special health and nutrition needs of these two particular populations call for even closer coordination among existing programs. Only if minimum health and nutrition needs are satisfied for these children, can they benefit from child care and other child development programs.

I am going to allude only to the main points, and leave the details for the written testimony which we will submit subsequent to the hearing.

There are a couple of essential things. In S. 4 you included a requirement for State and national advisory panels. I would urge you to require that there be one child health professional, preferably a pediatrician, who serves on those panels and the national panel. Because of the interrelationship between preventive health, safety, and nutrition measures and the quality of care; because of the need for technical assistance to solve problems of coordination with existing health and nutrition services; because of the need for expertise to identify and review health, safety, and nutrition standards, and training needed in these areas by day care personnel; and because of the special health needs of migrants and handicapped children, we strongly recommend that these panels include at least one child health professional. My emphasis on the importance of mandatory pediatrician participation is not based solely on theory, but also on my personal experience in Pennsylvania since 1973.

It is true that, although well-intended, many State agency personnel simply have no experience or background in health and safety matters. Unless someone is there to review with them implications of actions they are planning to take, they will take them in after the fact that their decisions have been made. Health professionals can make the liaisons, or suggest ways to make liaisons which otherwise are difficult to accomplish.

Finally, we urge that the standards that are to be developed or adopted by the National Advisory Panel, as with the FIDCR standards, specifically cover health, safety, and nutrition standards. By this we mean far more than what was mentioned in S. 4. We mean beyond those programmatic functions, aspects of activities that are performed in the day care center which can necessarily expose children to problems.

Therefore, we recommend that the following health, safety, and nutrition aspects of child care be specifically mentioned in section (c)(1): environmental safety, transportation safety, coordination with health services, nutrition and food service practices, dental health practices, emergency preparedness, and readiness to deliver first aid, identification and management of children with special needs, and maintenance of forms and records that enable the health, safety, and nutrition aspects of the program to be carried out.

Data which I collected in a federally funded study of health, safety, and nutrition in day care demonstrate that child care programs do not necessarily address these issues, unless they are specified in standards, monitored for compliance, and made feasible by allocation of resources and training. I will submit to you in prepublication form that article.

Mr. Chairman, the American Academy of Pediatrics has launched a major program, "Speak Up For Children," in commemoration of the International Year of the Child and the academy's 50th anniversary. I have the button on today. The four areas on which the academy is focusing through its State chapters, include but are not limited to, accident prevention, nutrition, immunization, and health education.

Senator CRANSTON. I ask in regard to those, if it is possible that child care could be added to your list of priorities. We need the help of organizations like yours.

Dr. ARONSON. We believe that child care is a prime vehicle by which those four major target areas can be achieved. We believe that child care programs help parents learn adequate parenting skills where they need it, and support the care of children in those four areas.

Mr. Chairman, we applaud your efforts. On behalf of the academy, we would like to express our continued willingness to work with you and your staff toward the establishment of quality child care services for our Nation's children.

[The prepared statement of Dr. Aronson follows:]

AMERICAN ACADEMY OF PEDIATRICS

Testimony before the

Subcommittee on Child and Human Development

Child Care Act of 1979
S. 4

Presented by
Susan S. Aronson, M.D., F.A.A.P.
February 21, 1979

American Academy
of Pediatrics
SPEAK UP FOR CHILDREN!

Mr. Chairman and members of the Committee, I am Susan Aronson, M.D., F.A.A.P., associate professor of community and preventive medicine and pediatrics at the Medical College of Pennsylvania and consultant on health, safety and nutrition to day care programs in Pennsylvania. I am testifying today on behalf of the American Academy of Pediatrics, an international association of pediatricians who advocate and care for the health and development of infants, children and adolescents.

The Academy recognizes that needed improvements in child health and child development cannot be accomplished through medical care alone. The Academy supports a long-range national goal of universal availability of child day care to families who need and want help in caring for their children. Pediatricians believe that America's children have already waited too long to be discovered and valued as a critical national resource. The prevalence of this view is illustrated by a mail survey of Philadelphia Pediatric Society members in which respondents were asked to rank 13 areas on which efforts for improving child health care in the urban/suburban Delaware Valley community should be focused. There was an unusually high (25%) return rate for this mailed questionnaire. The 123 pediatrician members who responded ranked "good quality day care for children of working mothers" second after immunization of all children under 15 years of age and ahead of such notably urgent problems as nutrition education for children and parents (ranked third), improved emergency room care for children (ranked fourth), coordination of services for learning problems (ranked seventh) and child abuse prevention (ranked ninth).

I am pleased to appear before you today to comment for the American Academy of Pediatrics in support of S.4, "The Child Care Act of 1979." Such a proposal will, if properly funded and implemented, provide desperately needed expansion of child care services. The Academy proposes, however, that the bill must go beyond mere availability of child care and assure that such care is of adequate quality. It is the policy of the Academy that adequate quality care should provide:

- A means for children to enrich their experiences when away from their parents and for parents to share in the broadening experiences of their children.
- An opportunity for children to explore and learn at their own speed, in a safe environment, and for parents to understand the developmental needs of their children.
- A vehicle for helping families to secure medical, dental and mental health services, including prevention, early diagnosis and treatment.
- Social or, when necessary, emotional support for the family, with particular attention to children with special problems, such as the child of the broken home or the isolated child.[1]

The significance of these criteria in the reduction of expensive health and educational deficiencies is underscored by the recent Government Accounting Office report issued February 26, 1979, on "Early Childhood and Family Development Programs Improve the Quality of Life for Low Income Families." We believe these criteria must be reflected in every quality child care program .

Senator Cranston, you have stated that, "the number of licensed child-care openings is far short of the number required for children in need of child-care services." That fact is well-documented. I would like to add that federal tolerance of this shortage is undermining the effectiveness of already enacted federal legislation. For example, P.L. 95-626, the "Adolescent Health Services and Pregnancy Prevention and Care Act of 1978," requires eligible grant recipients to be capable of providing, in a single setting, all "core services" or creating a network through which all "core services" could be provided. This law also authorizes the use of grants to states for "supplemental services" which include "child care sufficient to enable the adolescent parent to continue her education or enter into employment." For the majority of adolescent parents to be served by this legislation, the funding will only permit coordination of existing services and certainly will not pay for direct support of child care services. Yet we know that child care services are virtually unavailable for the majority of adolescent mothers. In 1978, in just one of the five major medical facilities in Philadelphia, there were nearly 400 babies born to adolescent mothers, most of whom were eligible for Title XX services. In that same year, there were only 226 Title XX infant and toddler child-care slots in the entire city.

As a means of addressing this problem, we urge that you strengthen the language of the "Child Care Act of 1979" to include a requirement for the state agency (Section 4(a)(2)(A)) to do more than just "coordinate" as described in paragraph (C). The bill should stipulate that the agencies assess their state's child-care needs including those which result from existing state and federal legislation. The results of this assessment should be added as a reporting requirement in Section 4(d).

Section 4(a)(2)(C) requires coordination by the state agency with other appropriate services, including health and nutrition services, available under other federal and state programs. As pediatricians we applaud this provision, but we believe requirements for that coordination must be more explicitly worded to assure that children are not deprived of minimal preventive and developmentally supportive services. Delivery of those services often suffers in the face of competing priorities for parental attention and the enormity of the effort required of working parents and child care providers to assure that children obtain needed health and nutrition services. Fragmented and unevenly distributed sources of these support services further compound the problem.

Minimal preventive and developmentally supportive services have been carefully studied and are described for national use by child health professionals and national policy makers in the American Academy of Pediatrics' "Standards of Child Health Care." In recommending such standards the American Academy of Pediatrics has taken a pragmatic, minimum standard, cost conscious posture which is especially applicable to day care programs in that:

> The recommendations for preventive care of children represent a guide for the care of well-children who receive competent parenting, who have not manifested any important health problems and who are growing and developing satisfactorily. [2]

Children in child care are typically from families where access to health care is more difficult since parents are typically working during hours when that care is available. Therefore, the need for service coordination is greater than for children whose parents do not need to use day care services.

The Academy recommends the following revisions to address coordination issues:

1. The Act should be revised to require coordination with existing voluntary and private services as well as with publicly funded programs.

2. Social services where needed should be specifically mentioned along with health and nutrition as targets for coordination.

3. Coordination of services cannot be accomplished at the local level without resources earmarked for that purpose. Therefore, we strongly recommend that Section 4(a)(3) specify that the state agency provide technical assistance and funding to grant recipients to promote coordination. Each provider should likewise be required to report to the state agency and each state agency to appropriate federal authorities on specific steps they will take to coordinate health and nutrition services, with which services and existing programs they will coordinate and with which they have already achieved coordination.

Mr. Chairman, you have also highlighted the need to provide services for migrant and handicapped children. The special health and nutrition needs of these two particular populations call for even closer coordination among existing programs. Only if minimum health and nutrition needs are satisfied for these children can they benefit from child care and other child development programs.

We recommend these revisions because coordination to facilitate access to existing health, nutrition and other support services is critical to the physical and emotional development of children.

The proposed legislation also provides for the establishment of State and National Advisory Panels to be composed of (a) at least 25% parents of children receiving child care services, (b) at least 25% child care providers in the State and (c) at least 25% professionals in child development and related fields. Because of the inter-relationship between preventive health, safety and nutrition measures and the quality of care; because of the need for technical assistance to solve problems of coordination with existing health and nutrition services; because of the need for expertise to identify and review health, safety and nutrition standards and training needed in these areas by day care personnel; and because of the special health needs of migrants and handicapped children, we strongly recommend that these panels include at least one child health professional, preferably a pediatrician. My emphasis on the importance of mandatory pediatrician participation is not based solely on theory but also on my personal experience in Pennsylvania since 1973. In Pennsylvania, the state administering agency for child care services frequently asks me for advice, and too frequently I discover actions taken by the state agency where timely pediatric advice could have avoided costly and risky policy mistakes. A pediatrician can assist in reviewing state procedures for monitoring day care programs, the use of compliance data to determine where policy changes, changes in resource allocation or the use of training resources to correct specific health, safety and nutrition problems are needed. Through participation on the State and National Panel, the Pediatrician can also use his or her contacts with community health and nutrition resources to seek access to these resources for day care programs.

We have a further recommendation for a modification of the Act with regard to the State Advisory Panel. So that the Advisory Panel can have access to information it needs to function in an advisory capacity, the Act should stipulate that the report specified in Section 4(d) be presented to and reviewed by the State Advisory Panel at least one month prior to its submission to the Secretary and Congress.

Finally, we are most concerned that the standards to be developed or adopted by the National Advisory Panel specifically cover the health, safety and nutrition aspects of child care. These aspects include far more than facility or physical environment standards. We believe that children should not be needlessly exposed to known sources of common or severe injury. Accidents are the number one cause of death and injury in children between the ages of 1 and 14. Children need to learn to deal safely with situations posing potential hazards, but like other life skills, such learning must be in developmentally appropriate steps. Standards must include not only facility and physical environment requirements but also child-care staff program performance standards and training required to meet these standards. The child-care environment can serve as a health promoting or health detracting influence. We believe that performance standards for staff with regard to health related activities, such as hand washing, toileting, exercise, nutrition and feeding habits and use of child seat restraints in transporting children are essential to a "health promoting" atmosphere.

Therefore, we recommend that the following health, safety and nutrition aspects of child care be specifically mentioned in Section 5(c)(1): environmental safety, transportation safety, coordination with health services, nutrition and food service practices, dental health practices, emergency preparedness and readiness to deliver first aid, identification and management of children with special needs, and maintenance of such forms and records that enable the health, safety and nutrition aspects of the program to be carried out.

Data which I collected in a federally funded study of health, safety and nutrition in day care demonstrate that child care programs do not necessarily address these issues unless they are specified in standards, monitored for compliance, and made feasible by allocation of resources and training. [3]

Mr. Chairman, the American Academy of Pediatrics has launched a major program, "Speak Up for Children," in commemoration of the International Year of the Child and the Academy's 50th Anniversary. The four areas on which the Academy is focusing, through its state Chapters, include, but are not limited to, accident prevention, nutrition, immunization and health education. The Academy's Chapters are working to achieve goals related to each of these four areas. It is our belief that the proposed legislation is certainly an appropriate tribute to our nation's children during the International Year of the Child. We also believe that goals of the International Year of the Child can be maximized and perpetuated through the establishment of adequately funded quality child-care programs. These programs would be a most effective investment in our nation's future through our children if they include appropriate attention to health, safety and nutrition concerns of the children they serve.

Mr. Chairman, The American Academy of Pediatrics supports the continued development, adoption, funding and implementation of S.4. We applaud your efforts. On behalf of the Academy we would like to express our continued willingness to work with you and your staff toward the establishment of quality child care services for our nation's children.

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March 8, 1979

Honorable Alan Cranston
Senate Subcommittee on Child and
Human Development
Room 624
Immigration Building
United States Senate
Washington, D.C. 20510

Dear Senator Cranston:

It was a pleasure to appear before you to testify on the proposed "Child Care Act of 1979." As requested, this letter is in response to the two questions you asked at that time.

The American Academy of Pediatrics' position on a reasonable authorization level and on practical plans for incremental implementation of S.4 is that the effort should be phased-in over a 5 year period with funding during the first year to provide services to 20 per cent of the presently unserved population. Increases in funding should be adjusted to provide services to the remaining unserved population in a step-wise manner in the subsequent years.

In response to your second question, while we believe that planning, technical assistance and improved licensing have been substantially stimulated by Title XX and FIDCR revision, much remains to be done. There should be concommitant development of these administrative and supportive elements to child care services at a proportionate level to the increasing availability of child care services. Funding to increase service availability should not be delayed.

The Academy is pleased to be able to work with you and your staff on this most important issue.

Sincerely yours,

Susan S. Aronson, M.D., F.A.A.P.

Senator **Cranston**. Thank you.

Ms. **Rose**. My testimony is not in front of you, because it is a victim of the freak storms.

I am here to speak for the American Home Economics Association, an association of 50,000 home economists who have a commitment to families and children. Kensey Greene, our executive director, has already testified before your committee, in fact about a year ago, in February 1978.

The American Home Economics Association is also a member of the Ad Hoc Child Development Coalition, and the Children's Defense Fund.

I am an instructional supervisor for home economics programs in a rather large area technical school. Among the programs I am responsible for is one in which we train child care workers. Many are working in the day and come to classes at night. Others are enrolled in a 2-year program, and they come to us in the daytime. Training child care workers is not a new venture for the home economists. We also fund instructors to go directly into child care centers, to have the training take place there. We have always had an enormous commitment to the support systems that help families and their children. Training money for this come from the Occupational Home Economic Vocational Amendments Act of 1963.

It is my privilege and earnest desire to tell this committee how important I think this bill is. I understand that testimony on February 6, and other prior testimony, has elicited many of the statistics relative to the number of working parents and number of children in need of care. Surely the need for more adequately funded child care has been established.

What I wanted to talk about is the bill itself. I am not a direct provider of child care. I am not a parent of a preschooler, but I am a concerned educator involved in training the child care workers who staff the more than 700 licensed child care centers in the metro Atlanta area. I am also a concerned board member of an exemplary group of centers, funded by private money, United Way money and title XX money. In a minute I will tell you firsthand what this bill could mean to them particularly.

Basically, we like this bill for two very good reasons: No. 1, unlike the title XX, it is wholly and totally for child care for children of working parents in our State. Title XX funds have many programs making claims on it, for programs for the aging, drug and alcohol, foster care, child welfare institutions, protective services, homemakers' helpers, unwed mothers, to name a few. One cannot discredit these very important programs, for they have needs too. But the needs of child care end up getting a smaller piece of the funding each year.

No. 2, the bill is directed to low-income working families whose incomes are too low to benefit from tax credit, and too high to qualify for assistance under title XX. This segment of the population is so vulnerable, working desperately to be self-supporting, to stay off welfare rolls, but unable to earn enough to purchase quality child care. They are often faced with the choice of not working and going back on welfare, so that we continue to pauperize families.

Many mothers who have their children in title XX programs now, are themselves enrolled in training programs to prepare themselves for jobs. The moment they finish training and are placed in jobs and start earning income, their title XX eligibility changes, and mothers are faced with making a search for child care they can afford, and which in most cases is not available.

Let me now tell you about Sheltering Arms Day Care Association. Sheltering Arms goes back to 1888, when a group of Southern ladies in Atlanta were very concerned about the child care for children of mothers who worked then as domestics, and some in the cotton mills. Their money came from donations, bake sales, and other such fund-raising activities. In 1924 the Community Chest, or as it is now called, the United Way, helped considerably in providing the money that was necessary to expand the child care capabilities of the centers. Basically, this private, nonprofit center served and continues to serve low-income families.

In 1972 came title XX. Now the board of Sheltering Arms, made up of many private citizens, deliberated about whether to continue in their original status or to expand again, making even more services available to children of low-income families.

Because Sheltering Arms has demonstrated the record of years of quality child care, there were considerable pressures brought to bear on expanding their service to surrounding communities in Metropolitan Atlanta. The specter of Federal bureaucracy, even though it meant extra money to provide more services to more children, somehow was frightening to the board. However, the board did vote unanimously to meet the challenge, and made plans to use title XX moneys.

We opened one center in each county surrounding the county Atlanta is in. In each county we had an enormous problem, relative to space, and I see this as a problem that cannot be solved just with this bill, either. I have a friend who calls it "brick and mortar money." You see, the bill implies that if the money is there for child care, there will be a center there or some form of child caring space. This just isn't true.

In each of the counties I have mentioned, we spent months hunting space, trying to convince people to renovate old buildings to rent to us. Nowhere did this meet with success. As a last resort, the tenacious efforts of our executive director did pay off. She convinced local construction firms to put up a very simply constructed building which could, with a minimum effort, revert to office buildings if child care serving days were terminated. We rent from these construction firms, paying anywhere from $1,000 to $1,200 a month rent. I would hope that this bill would somehow make it possible for "brick and mortar money."

Another tremendous need is transportation moneys.

What I really want to say is, the American Home Economics Association is willing and wants to support this bill. We think it is an important bill, and we would like to help you get it passed.

[The prepared statement of Ms. Rose follows:]

TESTIMONY

IRENE ROSE
Home Economics Supervisor
Atlanta Area Technical Schools

on behalf of
THE AMERICAN HOME ECONOMICS ASSOCIATION
before
The Senate Subcommittee on Child
and Human Development
THE CHILD CARE ACT OF 1979 (S.4)

February 21, 1979

TESTIMONY

I am Irene Rose from Atlanta, Georgia. I am the Instructional Supervisor for Home Economics programs for the Atlanta Area Technical School which serves the metropolitan Atlanta area. Among the many programs I am responsible for is one in which we train child care workers. I am here this morning speaking on behalf of the American Home Economics Association (AHEA), a professional Association of 50,000 home economists nationwide whose common commitment is to improve the support systems that help families and that help their children. We work in a variety of settings:

...as teachers in colleges, universities, elementary and secondary schools, pre-school programs, and in adult education programs; in public schools alone, we reach more than three million students, many of whom are enrolled in childhood development programs.

...in cooperative extension programs at the State and county levels;

...in institutional administration as nutritionists and managers;

...in community service in health, welfare, rehabilitation, child care, and consumer agencies;

...in business, as specialists in marketing, communications, product testing, and as consumer educators;

...as college students preparing to become home economists.

Each of us has a stake in day care. Since the beginning of the Association in 1909, our members have worked with families to help them strengthen their own resources and to assist them, whenever necessary, to find the services that would best promote the healthy functioning of their families. AHEA is a member of the Ad Hoc Children's Coalition led by the Children's Defense Fund.

Basically, we endorse this bill. As we see it, the key issues are:

1) political jurisdiction: the bill would give the key administering role to the States through formula grants and we support this.

2) both proprietary and non-profit centers would be eligible for the funds and vouchers could be used. This encourages diversity and we support.

3) parental involvement: We support Section 3 avowing the rights and giving the ultimate decision-making role to the parents.

4) We support the bill's provision for a coordinating mechanism through a state plan. This will bring the much needed relief child care providers must have in order to not only continue providing quality care, but to expand services to children who need care wherever they are.

Among its many good features there are two we particularly welcome: first, unlike Title XX, it is wholly and totally for child care for children of working parents. Title XX funds have many programs making demands on it, i.e. programs for the aging, homemaker helpers, unwed mothers; programs fn child welfare institutions and programs for drug and alcohol treatment and in foster care, to name a few. One cannot discredit these very important programs, for they have needs, too. But the unfortunate result is that needs of child care end up getting a smaller proportion of funding each year. Secondly, the bill is directed toward low-income working families whose incomes are too low to benefit from the tax credit and too high to qualify for assistance under Title XX. This segment of the population is so vulnerable, wanting desperately to be self-supporting, to stay off welfare rolls, but are unable to earn enough to purchase quality child care. They are often faced with the prospect of not working and going back on welfare so that we continue to force families into dependent status. Also, there are many mothers who have their children in Title XX day care programs now and are themselves enrolled in training programs to prepare themselves for jobs. The moment they finish training, are placed in jobs and start earning income, their Title XX eligibility changes and these mothers are faced with making a search for child care they can afford and which in most cases is not available.

It is my privilege and earnest desire to tell this committee how important I think this bill is. I am not a direct provider of child care; I am not a parent of a preschooler; but I am a concerned home economist involved in training the child care workers who staff the more than 700 licensed child care centers in the metro Atlanta area. I am also a concerned board member of an exemplary group of centers, funded by private monies, United Way monies, Title XX monies, and The Sheltering Arms Day Care Association.

Sheltering Arms, with funding from private grants, United Way money and Title XX funds operates six child care centers serving 440 children from 316 families. 226 or 72% of these families are employed (low income but not on welfare), 37 or 20% are mothers in training. 16 or 12% of the clients are protective service clients (referred by Family and Children's Services because of the potential for child abuse). It is of special note that 37 or 12% of our clients were removed from public assistance during 1978 because of the provision of child care permitted them to upgrade their employment. The total earnings of these employed mothers in 1978 was $1,635,761. This amount exceeds the total operating budget of the six centers by $500,000.

We have a waiting list of children whose parents need the kind of quality care every child has a right to. Our list is:

Infants	128
One year olds	67

Two year olds	132
Three year olds	200
Four year olds	200
Five year olds	82
Six and seven year olds	114
Eight and nine year olds	11
or a total of	781 children

I might add there is a waiting list of 9000 children in all of Georgia. Children in rural areas, and smaller towns do not have the same opportunities for child care as some of the metro areas. Sheltering Arms began in 1888 when a group of southern ladies in Atlanta were very concerned about child care for children of mothers who worked then as domestics and in cotton mills. Their money came from donations, bake sales, and other such fund-raising activities. In 1924, Community Chest, or as it is now called, the United Way helped considerably in providing the money that was necessary to expand the child caring capabilities of the centers. Basically, this private non-profit center served and continues to serve low income families. In 1972 Title IV-A and XX began. Because Sheltering Arms had a demonstrated record of years of quality child care, there was considerable pressure brought to bear on expanding their service to surrounding counties in metropolitan Atlanta. The Board of Sheltering Arms, made up of private citizens, deliberated about whether to continue in their original status or to expand again making even more services available to even more children of low income families. The spector of federal bureaucracy, even though it meant extra money to provide more services to more children, somehow was frightening to the Board. However, the Board did vote unanimously to meet the challenge and made plans to use Title XX monies.

We opened one center in each county surrounding the county Atlanta is in. In each county we had an enormous problem relative to space, and I see this as a problem that cannot be solved with this bill as it is now written. We need "brick and mortar" money. You see the bill implies that if the money is there for child care, there will be a center there or some form of child caring space. This just isn't true.

In each of the counties I have mentioned we spent months searching for space, trying to convince people to renovate old buildings to rent to us. Nowhere did this meet with success. As a last resort, the tenacious efforts of our Executive Director did pay off. She convinced local construction firms to put up very simply constructed buildings which could, with a minimum effort, revert to office buildings if child care programs were terminated. We rent space from these construction firms paying anywhere from $1000-$1200 a month in rent. I would hope that this bill would somehow make it possible for "brick and mortar" money.

Another tremendous need not specifically stated in the bill is transportation monies. Working mothers and fathers often ride buses and cannot bring their children to a child-caring center of their choice. More often than not, transportation must be provided. It is a very expensive to provide this transportation; the lack of transportation, however, stands in the way of families who want to work and can't because they cannot bring their children to a center.

We urge the elimination of duplication of effort in relation to child care administration and education. Wherever possible we would urge you to use the expertise on child care administration training and licensing that is already available in many states. For example, our State already has a State Advisory Panel. Do we need to set up another panel to meet the needs of this bill? Another example of possible duplication is education. Many states have excellent educational programs, funded by Vocational Home Economics Education monies. Education for child care occupations is available to high school students and adults in most every state in the U. S. Would the rpograms implied in this bill duplicate educational opportunities already available?

Mr. Chairman, this is an important bill, and it's time has come. We need it now. The home economists I speak for will be looking for ways to work with you to make this bill become a reality.

Senator **Cranston**. Thank you.

Ms. **Stewart**. My name is Charlene Stewart, and I am a coordinator of policy, planning, and development in the Office of Child Development of the California Department of Education.

I am pleased to have this opportunity to provide testimony relating to the Child Care Act of 1979.

My written testimony has already been submitted, and much of what I would have said has already been presented. Sue Brock told you about the Riles Commission, so I will very briefly talk about some of the specific provisions of S. 4 that the California department of education supports, and also at the same time discuss some which highlight our concerns.

First, let me say though, that California has had a long and continuous history in child care. We find that with the change in social structures, there has been an increase in the need for child care. There has also been an increase in the number of teenage pregnancies, and an increase in the number of women who are working. All of this has created the additional demand for child care. These demands have been such that they are well beyond the State's ability to meet them.

California believes very strongly in the child's right to fulfill his maximum growth and development potential. We also believe that parents are entitled to supports and services, to preserve the family unit and help in pursuit of economic self-sufficiency. For that reason, we wholeheartedly support and commend Senator Cranston and his staff for this bill. S. 4, if passed will establish a national framework for child care policy which is badly need.

Now to the specific provisions of the bill that I would like to address.

We support the provision that provides for the opportunity to increase the quantity and quality of licensed facilities so that children may be maintained in a safe and wholesome environment. There are approximately, and these two statistics were provided by the Department of Social Services, which is the licensing agency for the State of California and for the Office of Child Development—there are approximately 9,000 licensed facilities in the State of California. These include both family child care and group facilities. We don't have any hard data on the number of unlicensed facilities, but it has been estimated that in one northern county of California there are approximately three to four times as many unlicensed facilities as there are licensed facilities. That gives us some broad indication of the number of unlicensed facilities and an estimation of the magnitude of what we are dealing with.

The lack of funding for renovation of facilities is a real problem and concern. Most of the funding we have has been for direct services. Very little has been for the improvement of facilities to enable children to be maintained in a healthy safe environment. We would like to see enactment of this provision.

In regards to the coordination through one State agency of all publicly subsidized child care in the State of California—we believe that California is in a unique position. Although the single State agency for social services in California is an agency, other than education, the California Legislature has decreed that education be the State agency to administer child care. We find that this administrative split, has often effected the delivery of funds to providers in a smooth, timely manner. We urge that in subsequent language, or in the redrafting of S. 4, that strong language detailing the criteria be developed. This language should describe how the single State agencies will be designated. We are aware of the many problems that States can have when funds come to one agency, while the program of the administration is the responsibility of another agency.

I think the testimony that has already been provided reinforces this concern.

I would like to address the provisions which proposes that families be charged, beginning with the most in need, coupled with the parent's fee scale, to recover part or full cost of care which families cannot afford. We welcome this provision. We have found with our alternative child care program that by broadening eligibility we have included many of the low-income working poor. This has resulted in an increase of services. Under the alternative child care program, eligibility was not necessarily linked to AFDC recipients. We strongly support this progressive provision.

Provisions for Federal participation in the cost of training the child care personnel are: One of the required components for child development programs in California, that Sue has already described, includes staff development. At present, California child care providers have no designated funds for the improvement or training of staff. Staff development funds must be recovered from the services portion of the budget. Some designated funding source for training would essentially be a great improvement, and would assist in the maintenance of quality child care.

The last two things that I would like to address, is the provision for the State and national advisory panels. In California, we have several kinds of advisory panels. Some are informal, and some are mandated by law. They provide a level of participation to providers, to parents, to advocates and all parties interested in child care. The provisions of S. 4, which require advisory panels, particularly the national advisory panel, would assist some States, such as California, in establishing a communication network that would provide linkage to the Federal Government. This is very important, because often there is sufficient input at the State level but there is no mechanism for input on child care policy issues at the national level. We support the establishment of advisory panels that would accomplish this. The procedures for the establishment of these, that there be the maintenance advisory panels should allow some flexibility for States, so that established groups that are already existing and that have proven successful can continue, and can be strengthened and coordinated within this provision.

The last provision I would like to speak to is the provision that a State's allocation be based on its percentage of low-income families. Using a national median income standard as a criteria on which to base the allocation of S. 4 funds would tend to work against a State like California, if it was used singly. We think a more equitable way would be for funds to be distributed using a system similar to the one used in the distribution of title I. If an income criterion is used, it should be used with some statistical variation, for each State.

I thank you for the opportunity to speak. California's department of education is willing to continue to work with you and your staff to insure the passage of S. 4.

Senator CRANSTON. Thank you very much. You exactly hit the time.

Ms. BROCK. There were two things you mentioned during other testimony that I wanted to speak to in one second. One was the quarter match, and the earmarking of title XX funds. I had heard that there had been a comment in the Congress or in the administration, that that earmarking had been symbolic. In fact, in California, as you remember, if it had not been for at least that level of symbolism we would have been up a creek, because those programs would have gone elsewhere. We urge that that money continue.

The second thing was, you mentioned waiting lists. We have waiting lists in California equal to the total number of children in some other States. Many programs have stopped adding families to those lists, because it is not fair to parents to create a hope that they may get in.

[The prepared statement of Ms. Stewart follows:]

STATE DEPARTMENT OF EDUCATION
OFFICE OF CHILD DEVELOPMENT
February 16, 1979

CALIFORNIA, DEPARTMENT OF EDUCATION

TESTIMONY ON THE CHILD CARE ACT OF 1979 (S4)

Mr. Chairman and members of the Senate Subcommittee on Child and Human Development. My name is Charlene Stewart; I am a consultant in the Office of Child Development of the California State Department of Education. I am pleased to have the opportunity to provide testimony relating to the Child Care Act of 1979.

California's experience with child care has been long and continuous. In recent years, we have observed fundamental changes in family life and the social structure which have accelerated demand for these services beyond the ability of the state to keep pace. And so, the California State Department of Education is particularly pleased to support S.4 and commends Senator Cranston and his staff for the progressive and comprehensive nature of this bill.

We believe in the child's right to fulfill his growth and developmental potential and the right of parents to services and supports that preserve family unity and the pursuit of economic self sufficiency. Therefore, California periodically reassesses its child care programs and services in light of changing and increasing needs of parents and children. Last May, Superintendent Riles named a "Child Care Commission" to review California Child Care Services and develop a state plan. The Commission met throughout the state and heard public testimony from parents, child care providers, child care advocates, representatives of services to youth and families, representatives of human service organizations, and the general public. The Commission produced a final report and 30 recommendations to be carried out

OVER A FIVE-YEAR PERIOD. LEGISLATION HAS ALREADY BEEN DRAFTED TO IMPLEMENT THESE RECOMMENDATIONS.

S.4 ADDRESSES MANY OF CALIFORNIA'S CONCERNS AND ESTABLISHES THE FEDERAL FLEXIBILITY WHICH COULD ENABLE STATES SUCH AS CALIFORNIA TO MAINTAIN AND INCREASE COMPREHENSIVE, QUALITY CHILD CARE. CALIFORNIA'S APPROACHES AND SOLUTIONS TO CHILD CARE ISSUES WOULD BE ENHANCED AND REINFORCED BY THE ENACTMENT OF THE "CHILD CARE OF 1979."

S.4 SPEAKS TO THE SIGNIFICANT AND SUBSTANTIAL CHANGE FAMILIES ARE EXPERIENCING. A SHIFT IN THE ECONOMY HAS MULTIPLIED THE NUMBER OF FAMILIES IN WHICH BOTH PARENTS WORK. DIVORCE AND THE INCREASE IN TEENAGE PREGNANCIES ARE AT AN ACCELERATED RATE, CREATING FAMILIES HEADED BY A SINGLE PARENT. THE RILES COMMISSION ON CHILD CARE AND DEVELOPMENT SERVICES REPORT PROJECTS THAT BY 1984 TWENTY-FOUR PERCENT (24%) OF CALIFORNIA'S CHILDREN FOURTEEN (14) YEARS OF AGE AND YOUNGER, WILL BE LIVING IN ONE-PARENT FAMILIES. THIS, COUPLED WITH CHANGING EXPECTATIONS IN REGARD TO THE ROLE OF WOMEN HAS CONTRIBUTED TO AN INCREASING PRESENCE IN THE LABOR FORCE OF MOTHERS WITH YOUNG CHILDREN. IN RECOGNITION OF THE PUBLIC'S INTEREST IN ASSISTING THESE PARENTS IN THE NURTURING OF THEIR CHILDREN, THE CHILD DEVELOPMENT ACT OF 1979 PROPOSES A REVITALIZATION OF CHILD CARE SERVICES.

I WOULD LIKE TO SPECIFICALLY ADDRESS THE FOLLOWING PROVISIONS OF S.4:

1. ASSISTANCE TO THE STATES TO INCREASE THE QUANTITY AND QUALITY OF LICENSED FACILITIES SO THAT CHILDREN MAY BE MAINTAINED IN A SAFE AND WHOLESOME ENVIRONMENT.

The availability of licensed child care facilities is of great concern to California. There are approximately 8,944 licensed family child care home and group care facilities in California. Of these, 7,636[1] are licensed by the State Department of Social Services and 1,308[2] are licensed by the State Department of Education. Lack of funds for facility improvements and renovation have served to reduce child care services. Under California's Alternative Child Care program, a limited amount of funding was made available for capital outlay expenditures. Our experience in this area proved that, where providers were given this type of assistance, services were initiated with greater ease and the potential for success was increased.

2. Coordination through one state agency of all publicly subsidized child care in the state.

Title XX child care funds directed to California through a state agency other than education has made it difficult for education to deliver funds and support services in a timely and flexible manner. The California State Department of Education urges the development of specific criteria for the designation of a single state agency responsible for coordination, administrative and oversight functions sited in section 4 of this bill. This will ensure that the single state agency eligible to receive funds under S.4 is a state agency with a track record and a commitment to the administration of quality programs for children.

1/ Licensing Office, State Department of Social Services.

2/ Office of Child Development, State Department of Education

3. ACCOMMODATION TO THE SPECIAL NEEDS OF CULTURALLY AND LINGUISTICALLY DIVERSE CHILDREN AND CHILDREN WHO ARE HANDICAPPED.

CALIFORNIA CURRENTLY PROVIDES A SMALL AMOUNT OF SUPPORTIVE FUNDS FOR PRESCHOOL-AGED CHILDREN ENROLLED IN SUBSIDIZED CHILD CARE PROGRAMS THAT HAVE BEEN IDENTIFIED AS HANDICAPPED UNDER THE PROVISIONS OF THE PRESCHOOL INCENTIVE GRANT FUNDS (PL 94-142). THIS YEAR, CALIFORNIA HAS ALLOCATED $150,000 TO FUND 28 AGENCIES WHICH PROVIDE SERVICES TO 300 HANDICAPPED CHILDREN. ALTHOUGH THIS IS THE FIRST YEAR OF THIS FUNDING, WE LOOK FORWARD TO THE POSSIBILITY OF EXPANSION OF THIS NEEDED SERVICE AS PROPOSED IN S.4.

4. PROVISION FOR SERVING ALL FAMILIES, BEGINNING WITH THOSE MOST IN NEED, COUPLED WITH A PARENT FEE SCALE TO RECOVER FULL OR PARTIAL COSTS FROM FAMILIES WHICH CAN AFFORD PAYMENT.

UNDER THE STATE-FUNDED ALTERNATIVE CHILD CARE PROGRAM, CALIFORNIA BROADENED ELIGIBILITY TO INCLUDE A GREATER NUMBER OF LOW-INCOME, SINGLE-PARENT WORKING FAMILIES. THE BROADENING OF FEDERAL ELIGIBILITY STANDARDS WOULD ASSIST CALIFORNIA IN MEETING THE CHILD CARE NEEDS OF THE INCREASING NUMBERS OF THE WORKING POOR.

5. PROVISION FOR FEDERAL PARTICIPATION IN THE COSTS OF TRAINING CHILD CARE PERSONNEL.

ONE OF THE REQUIRED PROGRAM COMPONENTS FOR PROVIDERS OF SUBSIDIZED CHILD CARE IN CALIFORNIA IS STAFF TRAINING AND DEVELOPMENT. CALIFORNIA PROVIDERS HAVE NO DESIGNATED FUNDS TO COVER THIS COST OTHER THAN THROUGH THEIR CONTRACT AMOUNT. A DESIGNATED FUND SOURCE FOR TRAINING WOULD GREATLY IMPROVE CHILD CARE PROVIERS' ABILITY TO DELIVER QUALITY CARE.

6. FEDERAL INTEREST AND PARTICIPATION IN THE SUCCESSFUL OPERATION OF THIS PROGRAM, AS EVIDENCED BY THE CREATION OF A SPECIFIC ADMINISTRATIVE UNIT AT THE NATIONAL LEVEL FOR SUPERVISION, TECHNICAL ASSISTANCE AND GUIDANCE.

   THE CALIFORNIA DEPARTMENT OF EDUCATION FEELS IT IS IMPERATIVE THAT THE FEDERAL GOVERNMENT EXERCISE A STRONG LEADERSHIP ROLE IN THE IMPLEMENTATION OF S.4 TO ENSURE THAT THE GOALS OF S.4 ARE BEING MET. HOWEVER, WE WOULD LIKE TO CAUTION AGAINST THE CREATION OF A FEDERAL BUREAUCRACY THAT WOULD NOT ALLOW FOR THE CONTINUATION OF EXISTING SUCCESSFUL STATE ADMINISTRATIVE STRUCTURES.

7. FLEXIBILITY OF FUNDING ARRANGEMENTS WHICH PERMITS PAYMENT METHODS AND THE MODE OF CARE TO BE ADAPTED TO SPECIFIC FAMILY CIRCUMSTANCES.

   CURRENTLY THE DEPARTMENT OF EDUCATION IS UTILIZING SEVERAL PAYMENT ARRANGEMENTS UNDER ITS ALTERNATIVE CHILD CARE PROGRAM. OUR EXPERIENCE HAS SHOWN THAT, WHILE THE VENDOR PAYMENT ARRANGEMENT PROVIDES PARENTS WITH SPECIFIC NEEDS, A BROADER SET OF CHOICES, OTHER TYPES OF FUNDING ARRANGEMENTS, AND SERVICE COMBINATIONS ARE ALSO RESPONSIVE TO PARENTAL NEEDS. PARENTAL CHOICE IS BEST ASSURED WHERE A VARIETY OF CARE, DELIVERY, AND FUNDING ARRANGEMENTS ARE AVAILABLE.

8. PROVISION FOR THE RESEARCH AND DEVELOPMENT OF CARE MODALITIES TO MEET THE NEEDS OF SICK CHILDREN AND CHILDREN WHO NEED CARE AT UNUSUAL HOURS.

   THE CHILD CARE NEEDS OF SICK CHILDREN AND CHILDREN WHO NEED CARE AT UNUSUAL HOURS CAN BEST BE PROVIDED FOR UNDER A GRANT SYSTEM OF FUNDING. THE CALIFORNIA DEPARTMENT OF EDUCATION RECOMMENDS THAT UNDER S.4 GRANT FUNDING BE ESTABLISHED FOR CHILD CARE PROVIDERS OF FAMILIES WITH THESE SPECIAL NEEDS.

9. PERMITTING FUNDING OF CHILD CARE PROVIDERS IN SUFFICIENT VARIETY TO ASSURE MEETING THE MULTIPLE NEEDS OF FAMILIES.

WE HAVE ATTACHED A CHART[1] WHICH SUMMARIZES CALIFORNIA SUBSIDIZED CHILD CARE AND DEVELOPMENT SERVICES. THE FACT SHEET DETAILS THE TYPE OF PROGRAM, ALLOCATION, FUNDING SOURCE, APPLICABLE REGULATIONS, NUMBER OF AGENCIES, ETC...CURRENTLY OPERATIVE IN CALIFORNIA.

10. THE PROVISION FOR NATIONAL, STATE AND LOCAL ADVISORY PANELS, COMPOSED TO REPRESENT THE INTEREST OF ALL PARTIES CONCERNED WITH CHILD CARE.

THERE ARE SEVERAL ADVISORY ORGANIZATIONS THAT PROVIDE INPUT FOR CALIFORNIA'S CHILD CARE SERVICES. THE GOVERNOR'S ADVISORY COMMITTEE IS A MANDATED ADVISORY GROUP AND PROVIDES INPUT FROM CONCERNED CITIZENS TO THOSE INVOLVED WITH CHILD CARE AND DEVELOPMENT. THE DEPARTMENT OF EDUCATION, OFFICE OF CHILD DEVELOPMENT HAS A CHILD CARE ROUNDTABLE, WHICH REVIEWS CHILD CARE ISSUES AND SHARES INFORMATION REGARDING CHILD CARE POLICIES. THERE ARE MANY LOCAL CHILD CARE ADVOCACY GROUPS AND ORGANIZATIONS THROUGHOUT THE STATE. THE EFFECTIVENESS OF THESE ORGANIZATIONS WOULD BE ENHANCED BY A COMMUNICATIONS NETWORK THAT WOULD COORDINATE LOCAL, STATE, AND FEDERAL ISSUES.

11. THE PROVISION THAT A STATE'S ALLOCATION WILL BE BASED ON THE PERCENTAGE OF LOW-INCOME FAMILIES.

CALIFORNIA BELIEVES THAT USING A NATIONAL MEDIAN INCOME STANDARD AS A CRITERIAN ON WHICH TO BASE STATE ALLOCATIONS OF S.4 FUNDS, TENDS TO WORK

1/SEE "CHILD DEVELOPMENT PROGRAM FACT SHEET" ATTACHED.*

*Editor's Note: Due to the irregular size of the "Fact Sheet" mentioned in footnote 1 and because of certain printing limitations the material was retained in the files of the subcommittee in the interest of economy.

AGAINST STATES LIKE CALIFORNIA. A MORE EQUITABLE PROCEDURE FOR DISTRIBUTION OF FUNDS WOULD BE TO USE CRITERIA SUCH AS TITLE I, AFDC COUNT, CENSUS, OR AN INCOME CRITERIAN WITH STATISTICAL ADJUSTMENTS FOR THE VARIANCE IN STANDARDS OF LIVING BETWEEN STATES.

THE NEED FOR ADDITIONAL PROGRAMS FOR CHILD CARE IS CLEARLY EVIDENT IN CALIFORNIA AND NATIONALLY. THE CHILD CARE ACT OF 1979 ADDRESSES THIS NEED AND PASSAGE OF THE ACT IS, THEREFORE, IN THE PUBLIC INTEREST.

I THANK YOU FOR THE OPPORTUNITY TO SPEAK ON BEHALF OF CALIFORNIA'S CHILD CARE PROGRAMS AND THE FAMILIES WHO COULD BE SERVED THROUGH THIS BILL.

Summary of

"Child Care and Development Services"

Report of the Commission to Formulate a State Plan for Child Care and Development Services 1978

Wilson Riles' Charge to the Commission

1. Reexamine principles and goals of an appropriate child development delivery system.
2. Outline components of a comprehensive qualitative program, including support services.
3. Examine the four major funding mechanisms for subsidized care.
4. Review other relevant areas, such as licensing standards, professional standards, salaries, etc.

MEMBERS OF THE COMMISSION

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STAFF TO THE COMMISSION

Frances Walker, Executive Secretary Miriam Miller, Coordinator

Camilla Collins Pete Isola Mary McCullar Gloria Montejano Kay Witcher Karen Woliver Mary Ann Hightower

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The Commission's Statement of Purpose

"The Commission believes the broadest possible community commitment and involvement are necessary to ensure quality child care and development services. To this end, the Commission will build on the strengths of existing programs. It will also make recommendations which allow for parental choice, reinforcement of cultural values, and a variety of services which support, enrich, and extend existing and proposed new services."

The Need for Child Care and Development in California

Testimony before the Commission repeatedly verified the fact that a serious shortage of child care services exists for families at all income levels; for example:

- 396,000 children in California under three years old have working mothers.

  Only 19,500 licensed spaces are available for these children.

- 247,000 children between three and five years old have working mothers.

  Only 173,000 licensed spaces are available for these children.

- 372,000 of the 1.6 million children between five and fourteen years old need care before and after school and during school vacations.

  Only 106,000 licensed spaces are available.

There is a continuing increase of children with working mothers: despite the decline in the birthrate, there will be an expanding need for child care and development services.

Many of these families can pay for their children's care, but about one-third, particularly those headed by single parents or those with marginal incomes, need fully or partly subsidized services. The family is the child's most important asset, and we must help keep it intact.

The Recommendations of the Commission

A summary of the recommendations of the Commission follows, with the recommendations printed in boldface type. The full report contains back-up data and amplification. This summary is also available in Spanish from the Department of Education.

- **All families should have access to child care and development services that meet their needs.**

California can no longer afford to offer services to families only after a crisis has developed. Families need care for their children for a variety of reasons that are independent of income, geography, or ethnic background. Families must have child care and development programs and services available to meet their diverse needs at a cost they can afford.

The Five Year-Plan of the Commission

- **Phase in new and expand existing child care and development services.**

The Five-Year Plan addresses the many child care needs that have been documented repeatedly. The plan is based on maintaining all existing publicly funded quality programs and expanding programs and services to persons in specific age groups, income levels, and geographic areas. Parents should have the option of a center, a family child care home, or care in the child's own home. The need crosses all income levels; therefore, some families will pay for services and others will need subsidies.

- **Set five priorities for first year.**

For the first year the Commission identified five priority areas where there are exceptional needs.

First, priority should be given to care for infants and toddlers. Many children, particulary those whose parents are migrant farm workers or teenage parents, face risks because of inadequate and insufficient care available while their parents work or go to school.

Second, priority should be given to school-age children needing care before school, after school, and during holidays and vacations. Too many are "latch-key" children without available supervision. When there is community neglect of this age group, the potential cost to society is high, and it ranges from boredom to vandalism.

Third, Resource and Referral Agencies are included as a priority because of their unique ability to increase communication between the public and private sectors and to provide a step toward serving all children.

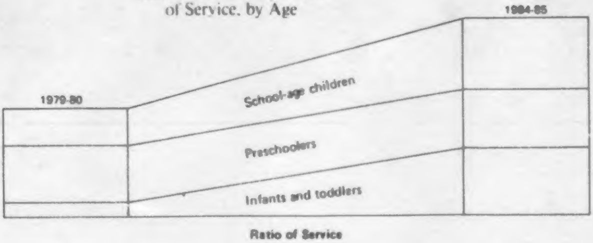
Fourth, many isolated geographic areas have few programs and services and should have priority for expansion.

Fifth, child care and development services to handicapped children are long overdue. Completion of interagency agreements for funding are needed with the Office of Special Education.

The plan emphasizes parental choice. Parents need both adequate information and sufficient facilities to make appropriate choices of care for their children.

First Year Priorities

Priorities	Number of additional children	Additional cost (in millions)	
		Operation	Capital outlay
Expand infant and toddler programs	12,600	$13	$10
Expand before and after school care	7,000	7	
Expand Resource and Referral Agencies		3	
Expand service to isolated geographical areas			
Facilitate funding for handicapped children			
		23	10
Total	19,600	$33	



Recommended Expansion of Service, by Age

- **Expand programs and services to migrants.**

Programs should be expanded to all age groups, and capital outlay funds for facilities should be increased. Staff at all levels should be bilingual, should reflect the cultural backgrounds of the families, ahd should be trained to understand the special needs of this population.

- **Maintain and expand programs for State Preschools, General Child Development, Campus Child Development, Alternative Child Care, School-Age Parenting and Infant Development, Children with Exceptional Needs, and Part Day Needs.**

In June, 1978, the Office of Child Development received 539 applications for expansion totaling $73 million. However, only 88 agencies could be funded. Expansion should occur in family child care homes and in centers. Every effort should be made to provide economic integration in all programs.

- **Provide programs to care for sick children. Programs should be open during nonstandard hours.**

When children have minor illnesses, working parents often find their jobs are in jeopardy if they stay home to care for their children. Families should have access to care either where the child is usually cared for or in his or her own home.

Many women must work late afternoon shifts, at night, on weekends, or during holidays. In a tight job market, it is an extra family burden when child care options are restricted during hours when jobs might be available.

- **Develop emergency and respite care.**

Emergency care programs are needed when parents face emergencies, such as sudden illness or hospitalization, and need immediate but temporary arrangements for their children while they plan for a long-term solution.

A total of 21,000 children in California were referred to Child Protective Services in 1977 because of child abuse and deprivation. Respite Care Programs are one means of preventing child abuse and should be available to parents.

- **Child care and development programs should enhance and reflect the multicultural and diverse linguistic backgrounds of all children enrolled.**

California's diverse population has values and languages unique to each group. Child care and development programs should reflect the cultural values and languages of the parent population in order for the children in those programs to respect and take pride in their backgrounds.

In addition, persons representing various groups with special cultural and linguistic needs should be involved in the development of programs to meet those unique needs.

- **Develop appropriate service to youth from fourteen to eighteen years old**

Youth from fourteen to eighteen years old do not require child care and development services in the traditional sense. However, their special needs should be addressed by providing a contact person when parents are absent and by parenting education programs beginning in the seventh grade.

Quality Child Care and Development

- **All children and their families should have access to quality child care and development services. The Commission has identified seven major components of quality:**

  1. **A physical environment that is safe and appropriate to the ages of the children**
  2. **Program activities that are age-appropriate and that meet the needs of each child**
  3. **Families, child care providers, and community members who contribute through their own involvement to the growth and development of children**
  4. **Support services that include resource and referral, provider training, health services, transportation, nutrition, and social services**
  5. **Program administration that ensures efficient and effective programs**
  6. **Funding that is timely and adequate to carry out all components**
  7. **Appropriate preparation of persons providing care**

Excellent care can take place in either a family child care home, a center, or in a child's own home. Parents, when they are informed about the components of quality programs, will serve as the best means of enforcing that quality.

- **Facilities which meet licensing standards should be used.**

- **Licensing regulations should have parent and provider input, address the seven components of quality, and include age-appropriate standards for staffing, staff qualifications, and activities.**

The use of licensed facilities is important, because it provides equal protection for children whether their care is subsidized or not. Licensing provides assurance for parents that the health and safety of their children is not in jeopardy.

Funding Child Care and Development

- **Direct service programs, vendor-voucher programs, and the income-disregard system should be expanded, provided each allows for quality programs, diversity of child care needs, parental choice, socioeconomic mix of children, and accountability for cost and quality.**

The Commission believes that a commitment that children have access to quality child care and development services requires both continued funding for existing programs and expanded funding for services not presently available.

While the state should provide substantial funding, there are many other public and private sources of funds that can be integrated with state funds to pay for costs of the services.

- **There should be:**
  - ○ **Easy access to funding information**
  - ○ **Expansion of capital outlay funds**
  - ○ **Reimbursement for special needs**
  - ○ **Methods of reducing some parent fees**
  - ○ **Funding campus child development programs**
  - ○ **Incentives to employers**
  - ○ **Funding for salaries and benefits**
  - ○ **Prevention of cash flow problems**
  - ○ **No further buyout of federal funds**

Statewide Delivery System

- **The Office of Child Development should be a major organizational unit and administer all child care and development programs funded by the State Department of Education.**

  An external review committee should be formed to assess coordination and future administrative structure.

A delivery system that serves all families needing care should place strong emphasis on coordination. This coordination must be related to the needs of children, not the needs of programs. It should include all agencies with child care responsibilities for either subsidized or nonsubsidized services.

- **Resource and Referral Agencies should provide information to help parents choose appropriate care, offer support services and technical assistance to providers of care, and assist in coordination of community resources.**

Resource and Referral Agencies are an essential part of the delivery system, and based on needs and communities of common interest, the agencies should be expanded to all geographic areas.

Senator **Cranston**. Thank you. I would like to ask each of you if you would respond in writing to the two questions I asked the previous witnesses. First, what do you think would be a reasonable authorization for implementation of S. 4 in the first year? And second, if we could persuade the administration to support some sort of modification or phasing-in of legislation like S. 4, perhaps starting with the planning, technical assistance, training, and licensing provisions of S. 4, in the first year, to be followed by funding of the services program in the second year, what would you think of such an approach? Would it be worthwhile?

Thank you very much for your appearances. I want to thank all of you who have gotten here today as witnesses, particularly for your contribution, and also particularly those who remained to the end.

I thank others of you who are present in the room and who have an interest, but could not participate today. We will recess until March 20. We will probably meet on that day in this room. At this point I order printed all statements of those who could not attend and other pertinent material submitted for the record.

[The material referred to follows:]

TESTIMONY
ON THE
CHILD CARE ACT OF 1979 (S. 4)

February 21, 1979

Developed by

David Edie
Wisconsin Early Childhood Association

Lori Ohmes
4-C of Milwaukee County, Wisconsin

Kay Hendon
4-C of Dane County, Wisconsin

We strongly support the Child Care Act of 1979 and its chief purpose of providing assistance and coordination to states for child-care services.

Recent rapid changes in family situations have made increased and improved child care services essential in Wisconsin:

1. Since 1940, the number of working mothers in Wisconsin has increased more than ten fold.
2. In Wisconsin today over half of all women age 18 and over are in the labor force. Nearly one-third of all mothers in Wisconsin with children under the age of six are now in the labor force.
3. Since 1960, the number of children affected by divorce in Wisconsin has tripled. Concurrently, the percentage of children living with a single parent has increased to 11% in 1976.
4. In 1976 53% of children under 6 in single parent families lived below poverty level in Wisconsin. 93% of black children under 18 in single parent families lived below the poverty level. And 14% of all children under 6 lived in families below the poverty level.

Because of the growing number of children living in low-income families where both parents or the single parent works and because of an increasing parental interest in early childhood education programs, Wisconsin has seen a rapid rise in the demand for child care. Since 1967, the number of licensed day care centers in the state has increased four times. From 1967 to 1978 there has been a 726% increase in full day enrollment. However, this expansion has not been able to meet the demand, and the public funding avaiable from Title XX and other sources has often not been sufficient to meet the cost of quality care. Infant care and after-school care have been particularly underfunded. Most of the child care workers are grossly underpaid with few employment benefits and inadequate training opportunities.

Increased funding is necessary if we want quality child care to be available to low and moderate income families at a price they can afford.

We believe that not only is such an investment in our children a moral imperative, but also a wise investment. Research has clearly established the crucial importance of the first six years in the development of a child, and recent sutdies indicate that an investment in quality early childhood programs is cost-effective. A study of long term effects of preschool programs being completed by Dr. Irving Lazar's Consortium on Developmental Continuity is providing strong evidence that early childhood programs can have long-lasting positive effects and be cost-effective. Good programs significantly reduce the need for expensive special education and grade retension in later years. Day care services also help reduce welfare rolls by enabling parents to work. Therefore, helping states to provide quality child care to families who need it is a sensible investment in the healthy development of our children, and can help prevent serious problems in later years.

This particular bill, the Child Care Act of 1979, offers much needed support to our state of Wisconsin in planning an efficient and responsive child care delivery system. Several studies over the last few years in Wisconsin have pointed to the need for state government to coordinate child care services with particular emphasis on developing a state plan for children's services, information and referral systems, coordination of funding programs, improved needs assessment and program monitoring, increased training for child care workers, and mechanisms for meaningful public input into planning and policy decisions. Despite our efforts to create a central focus for children in our state, we have seen little progress to date. We wholeheartedly support the sections of the bill which mandate state planning and coordination. Implementation of the act would offer resources to our state to do what must be done.

We particularly endorse the following provisions of the bill:

1. That funds received under the Act should be used to supplement rather than supplant existing Federal funds used for the support of child care services and related programs. We support this principle, but we are concerned that effective sanctions must be available to enforce

this policy. The experience of many states with Day Care Expansion funds was that although the funds were earmarked as supplemental day care funds, they were frequently used to supplant Title XX day care dollars.

2. That funds be distributed to a variety of child-care providers in each community, including family day care providers. We support such a flexible range of alternatives for parents.
3. That funds be avaiable for training programs for child-care personnel. The recent FIDCR Appropriateness study indicates that specialized training in a child-related field is linked to quality care. However, in Wisconsin, because of lack of Title XX provider contracts, most day care workers are presently ineligible for training funds.
4. That parents have key decision-making roles in the implementation of the Act. We support meaningful parent participation on the state and national Advisory Panels. We believe parents have a right to oversee the child care system which serves their children.

This Act is wise in leaving to the states many of the decisions concerning how the delivery system should be structured. States vary tremendously in governmental style and organization, and a successful delivery mechanism in one state might be totally inappropriate for another. Allowing each state to decide how best to administer the program is the most efficient way to make use of the available resources and to allow for diversity and innovation.

We understand and support the national need to limit spending and taxation. However, parents and community leaders cannot ignore the pressing needs of our most valuable resource: our children. We cannot afford to shortchange America's children during their most crucial early years. We believe enactment of the Child Care Act of 1979 with adequate funding woud be a significant step forward in building a responsive national child care network.

SOURCES

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TESTIMONY REGARDING THE CHILD CARE ACT OF 1979
BY COMMUNITY COORDINATED CHILD CARE FOR CENTRAL
FLORIDA, INC., 816 BROADWAY, ORLANDO, FL 32803
Phoebe Carpenter, Administrator, Contact Person
305/425-0509

We compliment Senator Cranston on the development of S-4, "the Child Care Act of 1979" which in our view is a simple statement of commitment of the American people to insure adequate help to families for the care of their infants and young children, when the family asks for that help.

The Parents

It has long been our position that the child is the responsibility of the parents. Though the community has an interest in the development and education of each of its citizens, the small child is first the responsibility of his/her parents. Theirs is the privilege of making arrangements for that child's food, shelter, early learning patterns. It is they who must have the day to day relationship with the child; and in their absence due to employment it is the parents who should make arrangements for the child's care, instructing the caretaker and having comment to make on a daily basis regarding the child's learning.

Therefore, the parents should make arrangements for the child's care, and be responsible for paying the cost. But when they are unable to meet the cost, a public fund should pay the difference, paying directly to the caretaker the monthly amount agreed upon. This assumes that the caretaker chosen by the parents does qualify as to basic quality of the program, and that the parent is eligible for assistance according to need.

The Need and The Benefit

Half of all the children from birth to eight years old need child care by someone other than the mother, because parents are working. Fortunately, only one third of these families need major financial assistance to provide this care. The amount of the need is measureable in that we know how many children there are, we know how many need care and how many need financial assistance to get it.

On January 16, 1979 in Orlando, Florida, a one year old child was killed, crushed in the sand by a work vehicle in a West Orange County grove while mother picked fruit. We had hoped that tragedy would never happen again.

If the mother had enrolled the child in 4C, protection, safety, food, and supervision would have been provided for her child in a center near the grove while she worked. Perhaps she tried to enroll the baby and found all the funded spaces filled.

Can we casually go about our business and allow our children to die in the groves or on the streets in our community - for lack of care? It is unthinkable not to make this program available to all who need it.

The local and Federal child care money are a matter of life or death.

In the three counties served by 4C for Central Florida, Inc. there are 5,000 children who need child care and are eligible for financial help to get it. 3,000 each day are receiving such help, and the others are not, due to limited funds. The 2,000 not being served are known and we have documented reason to believe that if funds were available to serve the additional 2,000 the basic need for child care assistance would be met in these three counties. For some it will come too late. But for most of the 2,000 children not now served minimal child care assistance will make major changes in their lives, and so for thousands more across the country.

For the 3,000 presently being served in Central Florida the first visible difference is the reduction in AFDC. 91% of the 3,000 are in single parent households. In 1978 23% of those who received child care also received AFDC. This is down from 34% in 1977 and 60% in 1976. While it is not possible to document numbers in prevention of juvenile crime and the decrease in children's permanent handicaps due to disease, accidents, etc., we do have dozens of situations each year in which children enter the Title XX care network malnourished, deaf, partially or fully blind or otherwise in need, and these needs are corrected. For the most part they are corrected early enough in life to prevent permanent handicap.

Delivery Systems

We are pleased that S-4 gives full flexibility in the matter of delivery of service. In most communities programs of assistance to families are already in operation which could integrate new funds into an existing system.

Public funds should not be used to develop services in competition with private enterprise. Private business and competition between businesses to provide a better product and improve income is the keystone of the American economy.

There are numerous child care facilities, private businesses both profit and non-profit, already providing good quality care at reasonable prices in Central Florida. More are opening every week and still more are seeking consultation regarding opening. If parents costs are paid at the published rate at the child care center of their choice, many providers of service will compete to get the mothers' business. The alternative to this procedure is publicly funded, publicly operated child care. It is our belief that the government must not initiate businesses in competition with private operators who are doing the job well. It has always been the Premise of 4C for Central Florida, Inc., that public funding for child care should be used not to operate centers, but to enable the parent to purchase her own child care.

Yet it is possible that in some communities, especially the very rural, there are no child care spaces available in privately operated agencies and a public agency may need to provide the service directly. We are pleased that S-4 allows a State to utilize whichever system is effective in providing good care at reasonable cost.

The United States is large and diverse. The most local control possible must be exercised to preserve the widest possible parental choice and the greatest possible means to be true to the parents' philosophies and mores in the care of each child.

Summary

We wish to express full support for S-4 and hope that our elected Senators and Congressmen will pass it and that the President will sign it as a commitment of help where help is needed for the survival of a small child in the family of working or incapacitated parents, that never again will any small child suffer or die for lack of care while mother works to provide for her family.

After the bill is law, we hope its use will be to augment and enhance and coordinate the fine efforts already underway, with and eye to providing a cost effective system, prevent neglect and provide child care for families in need.

Education Commission of the States
[illegible] Lincoln Street
[illegible] Denver, Colorado [illegible]

February 16, 1979

The Honorable Harrison Williams
Chairman, Labor and Human Resources Committee
Dirksen Senate Office Building
Room G-237
Washington, D.C. 20510

Dear Senator Williams:

The attached statement is submitted in response to the legislation you co-sponsored which was introduced on January 15, the "Child Care Act of 1979," S4. The statement contains an analysis by the staff of the Education Commission of the States (ECS) of a number of the provisions of S4 in relation to the policy positions of ECS, and the ECS Early Childhood Task Force.

I respectfully request that the statement be made a part of the record of the hearings to be held on S4 on February 21, 1979.

The ECS staff would be pleased to meet with your staff to discuss the enclosed analysis and to assist in other ways which may be appropriate.

Sincerely,

Warren G. Hill

Warren G. Hill
Executive Director

Attachment

COMMITTEE ON
[illegible]
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The statistics that have, in recent years, documented changes in American family structures and lifestyles indicate that many young children are being cared for by individuals other than their "natural" parents for large parts of their day. Further, statistics also show that many of these children are being cared for by persons other than licensed child care providers and that parents are increasingly unable to place their children in licensed facilities, even when they can afford to do so, since those facilities are either not accessible or have long waiting lists.

In 1975, Governor Jerry Apodaca of New Mexico, representing the Early Childhood Task Force of the Education Commission of the States (ECS) pointed to the need for federal funding for day care:

> "The need for a national commitment to very young children is evident and growing. It is now clear that the first few years of a child's life are critical to his later emotional, social and intellectual well-being.
>
> "In addition, families of one parent or where both parents must or want to work are desparately in need of adequate day care facilities for their youngsters. Yet there is little prospect that the required services can be provided without federal support."[1]

In a report prepared by the Task Force, one of the principal recommendations was:

> "Quality day care should be available in some convenient form, whether center-based or home-based, on a sliding fee basis to all who need it. States should aid communities in determining the services most suitable for their particular needs, taking the initiative to bring together a wide range of funding sources -- federal, local and private -- as well as developing new state monies for this purpose."[2]

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[1] From oral testimony by Governor Apodaca on the Child and Family Services Act.

[2] The Role of the Family in Child Development: Implications for State Policies and Programs (Denver, Colo; the Education Commission of the States, 1975) p. 45

In this statement, the Task Force pointed to the need for expanded, publicly supported day care, the importance of sliding-fee scales and of providing assistance to communities to help identify the existing need for services.

The provisions of S4, the Child Care Act of 1979, address themselves to these three concerns as well as a number of others that have been addressed by the ECS Early Childhood Task Force. Some of the major points of similarity are listed below.

> (1) Sec. 2(b)(1) states that one of the purposes of the act is "to provide assistance to states in improving the quality of and coordination among child care programs and provide additional resources for child care services."

In addition to the "provision of additional resources for child care services," ECS has had a long-standing interest in assisting states improve the coordination and planning of all child and family services (not just day care services). In particular, the ECS Early Childhood Task Force concentrated the majority of its work on helping establish, through legislation or executive order, planning/coordinating mechanisms for child and family services. When the Task Force began its work in 1972, only one state had established such a mechanism[3]; at the present time, over half of the states have established some sort of office or agency to coordinate children's programs.

The response of the states to the concept of improving the overall service delivery system through the establishment of planning/coordinating mechanisms can be explained, in part, by the growing need for improved efficiency. Other factors, however, were also involved:

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[3] In Florida, the legislature enacted HB2987, the Early Childhood and Family Development Act of 1972, which established the Office of Early Childhood Development to coordinate (but not administer) programs and services for children.

> "The origins of the movement to create state offices of child development are obscure. There is no single force or specific event that pinpoints an emerging interest among the states in organizing to make better use of existing resources in child development programs. But a combination of ideas, forces and events can be cited: (1) the social legislation of the mid-60s, particularly the Head Start programs; (2) the steadily increasing number of working mothers, yielding a similarly increased need for day care services; (3) the creation of the federal Office of Child Development (1969); (4) the 1970 White House Conference on Children and Youth; and (5) the initiation of the federal Community Coordinated Child Care (4-C) program.
>
> "These factors contributed to the development of a focus on early childhood years in ongoing efforts at the state level to recognize existing governmental structures and administrative procedures. As a result, a momentum developed across the country to create state offices of child development."[4]

In May 1976, the Commission adopted a resolution[5] stating that it had been "a major objective of the Education Commission of the States to assist the states in improving their delivery systems of services for children and families, placing particular emphasis on the establishment in each state of an office or agency that has, as its primary function, the statewide coordination of, and planning for, such services.. . . ."

In short, the history of State activity in this area has been characterized by the establishment of state planning/coordinating mechanisms. It should be noted that the administrators of these agencies have established their own national organization, the National Association of State Directors of Child Development (NASDCD). The organization serves as a source of technical assistance to states in such areas as planning needs assessment, licensing, staff development, etc. ECS has also provided technical assistance and served as a clearinghouse to facilitate state efforts in this area.

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[4] State Offices of Child Development (Denver, Colo: Education Commission of the States, 1975) p. ix. This publication contains detailed information on the structure and functioning of the state offices of child development that had been established as of 1975 (at that time there were 17).

[5] A copy of the resolution is included at the end of this statement.

> (2) Sec. 2(b)(2) "to provide mechanisms for assessing the extent of the need for child-care services in the Nation" is the second stated purpose of the proposed legislation.

In order to develop coordinated, comprehensive state plans for child and family services it has been necessary for states to identify both the existing need for services and to assess how well existing services were meeting needs. Both planning/coordinating agencies and many administrative agencies (such as state licensing agencies) have accumulated data on the existing need for day care services and for other services as well.

Again, the Commission has had, as one of its objectives in the area of early childhood development, a long-standing policy of assisting states in the area of needs assessment. In 1976, the Commission published The Children's Needs Assessment Handbook, designed to "serve as a handbook for those in the states concerned about analyzing the statewide need for new or additional services to young children and their families and for those interested in developing a data base from which to make decisions." (p. 2) Also in 1976, the Commission in association with the National Association of State Directors of Child Development published An Introduction to State Capacity Building: Planning, Management and Delivery of Child and Family Services, which included additional information on the needs assessment process.

The purpose of citing these publications is simply to provide an indication of the interest that exists within the states and at ECS in the development and refinement of the needs assessment process as a planning tool and as the basis for arriving at informed public policy decisions.

> (3) Sec. 2(b)(3) another stated purpose of the proposed legislation is "to promote coordination at all government levels of child care programs and other services for children and their families . . . "

It is perhaps sufficient to mention here that the interest of the Commission in promoting strong coordinative efforts at the state level -- in the area of early childhood development and in other areas as well -- is because, in our decentralized federal system, the states are ideally positioned to target a wide variety of resources to meet the unique circumstances and needs of individual communities. As noted earlier, this targeting of resources is conducive to a more efficient use of public funds.

It should also be noted that the development of a state plan for day care services has been viewed by the Early Childhood Task Force as a component of a comprehensive, coordinated state plan for all child and family services. The rationale for comprehensive planning is that it allows states to provide the mix of services that most accurately corresponds to identified needs. Thus, the coordinative effort has been viewed, at the Commission, as inclusive of both: (1) programs and services provided by all levels of government; and (2) the wide range of programs and services that have come into existence to meet the needs of children and families. This coordinated approach is fully described in The Role of the Family in Child Development cited above.

> (4) Sec. 2(b)(4) refers to the objective of promoting "the availability and diversity of quality child care services for all children and families who need such services."

In June 1975, the ECS Early Childhood Task Force prepared written testimony on the Child and Family Services Act that was specifically concerned with the prime sponsorship provisions of the act. The Task Force endorsed the concept of a diversified system of child care providers, allowing parents to select the child care arrangements best suited to their needs:

> "The Task Force has concluded that a wide variety of services must be available to communities. This variety can best be guaranteed by providing a system in which localities are permitted to select service providers on the basis of their ability to meet the needs of the community (with appropriate safeguards against discriminatory practices). The extensive formal and informal network that is currently providing a wide range of needed services to young children and their families must receive additional support if those services are to be further expanded and refined. It is the position of the Task Force that the further expansion and refinement of existing services is in the best interest of young children and their families."[6]

> (5) Sec. 4(a)(1) provides that within the context of the state plan, which would be required under Sec. 4(a), there is to be specified "the state agency to be designated or created as the state agency which will, either directly or through arrangements with other state or local public agencies, act as the state agency responsible for the administration and oversight of the plan."

The state planning/coordinating mechanisms described in part (1) above, (and typically referred to as "state offices of child development," or "state OCDs"), are designed to coordinate programs and planning activities through arrangements with other state agencies. They do not, in most cases, administer programs. The language in this section would appear to recognize these existing arrangements between agencies and to encourage the establishment of such cooperative arrangements in states that do not now have them.

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[6] From testimony prepared for the Senate Subcommittee on Children and Youth for June 5, 1975 hearings on the provisions of the Child and Family Services Act.

> (6) Sec. 4(a)(2)(A) requires that the designated state agency will "make an assessment of child care needs in the state and an assessment of the effectiveness of programs and services under this act and other provisions of law in meeting such needs."

As stated under part (2) above, the assessment of need for day care and other services is typically a function of state offices of child development since it is an integral part of effective planning and plan implementation. Assigning this responsibility to the state agency that is responsible for the "administration and oversight of the [state] plan," is consistent with prevailing state practices.

> (7) Sec. 4(a)(2)(B) requires the state agency to "develop a plan designed to meet the need for child care services within the state for preschool children and school age children, with special attention to meeting the need for services of migrant children, handicapped children, children with limited English-language proficiency, and other groups of children having special needs."

Comprehensive coordinated planning (based on comprehensive needs assessment activities) allows a variety of state agencies to develop a state plan that is responsive to the special needs of the children listed. As noted in The Role of the Family in Child Development, cited earlier, "services to meet special needs are necessarily an integral part of the comprehensive service system." (p. 27)

This report also points to the need for child care services for school age children:

> "Still another serious need is for more adequate day care for school-age children of employed parents. School hours rarely coincide with adult working hours, and school holidays and long vacations cause special problems for mothers who work . . . " (p. 22)

> (8) Sec. 4(a)(2)(C) provides that the designated state agency shall "coordinate, to the maximum extent feasible, the provisions of services under this act with other child care programs and services assisted under any state or other federal provision of law, and with other appropriate services, including health and nutritional services, available to such children, under other federal and state programs."

As noted above, coordinated planning efforts that are comprehensive (including in their scope the special needs of these children) are among the objectives outlined by the ECS Early Childhood Task Force. In the recommendations developed by the Task Force in the report referred to above, the following recommendation was included:

> "States need to develop legislation to promote comprehensive and reliabilitative approaches to helping parents and children with special needs . . .
>
> - "Procedures for early identification of the problems need to be developed.
> - "Services should be addressed both to children and to parents, and the family should be aided as a unit.
> - "Since these needs require a mixture of services from the health, education and social sectors, as well as a continuum of programming, a coordinated comprehensive approach should be developed among all state agencies dealing with parents and young children . . . "

> (9) Sec. 4(a)(3)(A) this section provides that "funds under this act will be distributed within the state in accordance with the plan submitted to the Secretary under this section and will be used for services provided only by child care providers which (i) are licensed in the state or have applied for renewal of such license and are determined to be likely to be approved for renewal; and (ii) meet the standards prescribed under Sec. 5(C)."
>
> Sec. 5(C) requires the Secretary, with the assistance of the National Advisory Panel, to "prepare and develop proposed standards to be applied to programs receiving funds under this act" with further specification of the factors to be considered in the development of such standards.

> Also pertinent to these provisions are the provisions of Sec. 7, Licensing Improvement Grants. Sec. 7 provides that each state "receiving assistance under this act shall prepare a report to be submitted to the Secretary outlining the current status of child care licensing within the state, deficiencies, if any, in the existing licensing program, the plan of the state for expanding its licensing program . . . and the types of assistance the state requires to make improvements in its licensing program."
>
> Sec. 7 also authorizes the Secretary to make grants to states "for the purpose of developing, improving or implementing its child care licensing program."

The Task Force has consistently pointed to the need for improving and strengthening state licensing procedures. Among the recommendations of the Task Force included in The Role of the Family in Child Development, is the following recommendation:

> "States should take steps to assure that day care programs are of a quality to provide a safe nurturing environment for the child, addressing all aspects of social, emotional, educational and physical development . . .
>
> "The states could improve their licensing process by statutory requirement for the creation of a unified system out of the present fragmented regulatory activities stemming from four major statutory mandates: zoning, building and fire safety, sanitation and day care licensing . . . For family day care, new and creative ways to regulate should be initiated on an experimental basis."

The states have been active in improving licensing procedures. A survey was conducted by the Commission in 1975, which showed that state activity in this area, covering the five-year period from 1971-1975, included revisions of licensing statutes in 11 states and major amendments to licensing statutes in 24 states. Further, states had increasingly provided for periodic review of their licensing procedures and all but six states had provided for public hearings to review existing regulations, often on a repeated basis. (pp. 4-5 of Day Care Licensing Policies and Practices, ECS Report No. 72).

The establishment and imposition of federal licensing standards appears to be inconsistent with the emphasis placed, in the bill, on improving state licensing procedures. Although licensing at the state level is undergoing rapid change across the country, the states are not necessarily creating new systems and procedures that are identical to one another. While the Federal Interagency Day Care Regulations have provided a useful frame of reference for state officials in the process of improving their licensing procedures, they would, if imposed by federal mandate, unnecessarily constrict the supply of available day care in many states. Unless federal standards show an unusually high degree of flexibility, they can be expected to do some considerable harm in some states and, possibly, retard progress being made by the states in developing the licensing procedures most suitable for their particular needs and circumstances.

> (10) Sec. 4(a)(3)(C) provides that funds will be distributed by the states so that "priority for services will be given to children on the basis of family need, taking into account family income, family size, and the special needs of children from households with a single parent," and that "each such child care program will, to the maximum extent feasible, provide for an economic mix of the children enrolled."

This provision closely parallels Task Force recommendations. A statement reflecting their position appears in The Role of the Family in Child Development (p. 43). Referring to, at some future date, the establishment of a single-entry, universally available system of child care, the report states:

> " . . . those who are poor will be fully subsidized; those who are wealthy will pay the full cost of service; those in between will pay on a sliding scale according to their

> ability to pay, with federal and state matching funds making up the difference. Federal policy will no longer force segregation by economic category . . . "

> (11) Sec. 4(a)(4) requires that states shall disseminate funds under the act in such a way as to provide funds "to the maximum extent feasible, to a variety of child care providers in each community, including, but not limited to, child care centers and family day care providers."

This provision reflects one of the major objectives of the bill as stated in Sec. 2(b)(4) and the comments related to that section (part 4 above) are pertinent here.

> (12) Sec. 4(a)(5) requires that fee schedules be established, "based upon the services provided and family income adjusted for family size for children receiving services assisted under this act."

This provision is consistent with the requirements of Sec. 4(a)(3)(C) referred to in part 10 above, and the comments included there are indicative of the policies of the ECS Task Force.

> (13) Sec. 4(a)(8) would require states to "provide, by grant or contract, for training programs for child care personnel."

The training of child care personnel has been an area of active interest at the state level. In a number of states, training programs are tied to licensing requirements designed to promote self-evaluation and individualized instructional programs for child care providers. In recent years, both ECS and the National Association of State Directors of Child Development have provided technical assistance to states interested in expanding and improving their training programs.

> (14) Sec. 4(a)(10) requires state plans "to establish procedures for meaningful parental involvement in state and local planning, monitoring and evaluation of programs and services provided under this act."

Provision for parental and community involvement in planning and monitoring child and family services has consistently received support from the ECS Task Force. In the model legislation developed by the Task Force to establish state offices of child development, provision was made for the establishment of councils at both the state and local level.

In its later recommendations included in The Role of the Family in Child Development, the Task Force listed "systematic community and parental involvement in the planning and implementation of services for young children and their parents" as one of four components in the development of a comprehensive service approach at the state level (p. 46).

It should be noted, too, that this provision is consistent with ongoing practices in many states. For example, in Massachusetts, the Office for Children has established 39 Councils for Children, each representing a cross-section of children's interests in every area of the state. States that have established state offices for children typically have established a council or commission to guide the planning and the implementation process.

In An Introduction to State Capacity Building, cited earlier, emphasis is placed on community involvement in setting priorities for children's services (p. 24):

> "Certainly it is in the establishment of priorities that the broadest possible involvement of citizens and public and private officials is needed." Thus, in the publications and reports produced by the Task Force there is a consistent emphasis on broad public involvement in the planning and provision of services for children and families.

As the foregoing comments indicate, the provisions of S4 closely parallel the policies and recommendations of the Education Commission of the States and of its Early Childhood Task Force. If the Congress determines it to be an appropriate time to further the objectives of the bill -- that is, to provide funds to promote the availability and diversity of child care services -- the provisions of S4 are well suited to furthering ongoing efforts at the state level to improve child and family service delivery systems.

TESTIMONY ON THE CHILD CARE ACT OF 1979 (S.4)

before the

SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT

SENATE COMMITTEE ON HUMAN RESOURCES

UNITED STATES SENATE

MARCH 20, 1979

presented by

NORMA GRAY, DIRECTOR

REGION III CHILD DEVELOPMENT SERVICES

HUNTINGTON, WEST VIRGINIA

Chairman and members of the Sub-committee on Child and Human Development, I am Norma Gray, Director of Region III Child Development Services in Huntington, West Virginia. I appreciate the opportunity to share with you some of my concerns about child care as it relates to West Virginia, and to speak in support of the Child Care Act of 1979.

Region III Child Development Services was originally a part of the West Virginia state plan developed by the Interagency Council for Child Development Services, and was implemented through ARC and Title XX funding. The interagency, which was under an Executive Order of the former governor, has now been phased out and Region III projects are now under the sponsorship of the State Department of Education and are funded with state, local and Title XX monies.

For the past six years Region III Child Development Services has operated three child care centers serving 75 preschool children, as well as home-based educational programs in nine counties in southern West Virginia for 85 infants and preschoolers. These centers and home-based programs serve both handicapped and non-handicapped children. In addition to providing direct services to 160 children, Region III also conducts inservice training for 60 child care workers in eight centers in the city of Huntington.

This year a comprehensive child development center is being constructed for Region III with funds from a Community Development Block grant and from the Appalachian Regional Commission. This center will allow us to expand our services by 32%.

However, this expansion is minute in comparison to the actual needs for child care services in West Virginia. The 1970 census shows that approximately 22,000 mothers with children under age six are working in West Virginia; yet at the present time, only 4,000 preschool children are enrolled in the 100 licensed centers in the state, and about 2,300 are in family day care homes which have been approved for Title XX reimbursement. My main concern is for those 16,000 children who are not in licensed child care centers or in approved day care homes. Granted that many of these 16,000 children are being cared for by other family members, but how many thousands are receiving care in homes where there are no governing regulations? It is frightening to think of how many children are "wall to wall" in homes where there are only one or two supervising adults, or how many are not allowed to do anything except watch television all day because they might get the house dirty, or how many get jelly sandwiches and chocolate cookies for lunch everyday.

Parents want better child care facilities, but it is not available for the number of families who need child care. A survey of eight child care centers in the city of Huntington this month revealed waiting lists totaling 109 children. This count does not reflect the number of parents who want to enroll their children but are not part of the waiting list because they need immediate care. There are also a number of centers in West Virginia which are grossly over-enrolled, with as many as sixty children in excess of the 100 capacity for which the center was licensed. For those families who might prefer home-based child care, there is no central registry anywhere in West Virginia to help them find adequate care.

Qualified child care personnel is another great need in West Virginia. Although an excellent training program has recently been established by the Welfare Department for the family day care homes which receive Title XX funds, little if any, training is available for center workers or for home providers who do not care for children who are eligible under Title XX regulations. We desperately need a system which would provide training for all child care providers and which would monitor all child care programs.

I believe that the Child Care Act of 1979 would provide such a system. It calls for state assessment of needs, state planning and monitoring, training of child care personnel, and the establishment of information and referral services for parents seeking child care.

Other features of Senate Bill 4 which I consider necessary for the improvement of child care services include the establishment of National and State Advisory Panels with 25% parent membership, and the requirement that child care services be coordinated with other children's services.

I am most pleased that assistance would be provided to families who cannot afford the full cost of child care and that an economic mix of children is required. Many of the middle income families in West Virginia do not quality for this assistance through Title XX and are unable to pay the full cost for the kind of comprehensive care their children should receive. They have to settle for less than the best.

I do have some reservations about the voucher system for distributing funds. While I believe that parents have the right to select the type of child care they prefer, funds distributed through grants and contracts to profit and non-profit centers and to home caregivers should provide a variety of options without the use of vouchers. As long as there is a greater need for child care services than the available placements in centers, the voucher system would not necessarily improve the quality of care being offered. Those facilities that did not want to improve could continue to exist without "voucher children" because parents would be desperate for a place to leave their children while they work.

On the other hand, the voucher system for family day care homes could provide a way to regulate more of the home care situations in West Virginia which are not currently approved or licensed. Therefore, I would be willing to try this system as one of the funding alternatives.

In summary, my two primary concerns for child care are the provision of an adequate number of child care placements to meet the pressing need, and qualified personnel to care for our children during these important preschool years. The Child Care Act, as a supplement to existing funding resources, could be the vehicle to enable us to more nearly provide quality child care programs.

TESTIMONY

by

ROBERT K. LYNCH
PUBLIC RELATIONS REPRESENTATIVE,
COMMUNITY AND URBAN AFFAIRS,
SUN COMPANY, INC.

Regarding

THE CHILD CARE ACT OF 1979

Before

THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE COMMITTEE ON HUMAN RESOURCES

MARCH 20, 1979

I am Robert K. Lynch, representing the Day Care and Child Development Council of America. I am speaking today as a business person. The area of child care is important to me as a person who works for a large corporation in the area of Corporate Social Responsibility. We in this field have been called social workers in grey flannel suits. I personally feel that having a knowledge of social concerns is essential to the future prosperity and stability of all of us. Prosperity and stability are two key factors that are essential to a healthy business climate.

I am a member of the business community who has the added dimension of being sensitive to social issues and their impact on the bottom line. Child care has a present and future effect on unemployment, employee productivity, employee morale, and the prospects of providing a potential productive future work force. I will try to briefly discuss these areas of concern.

1. Because many single parents of both sexes cannot find adequate child care to enable them to seek employment, they are forced to receive public assistance because they must stay home and take care of their young children. I do not think any of us would argue with the fact that child care should be the top priority of any parent. But business being one of the institutions that pays taxes, a portion of which goes to fund public assistance, we are concerned about any drain on the potential return on our taxes.

I wouldn't characterize any of these persons as being parasites on the system. They are, rather, persons who have no option but to deal with their first concern - care of their offspring. The lack of options for the care of their offspring prevents them from realizing the individual potential they could bring to the work force. Expanded child care facilities could make a portion of the unemployed very employable, by giving them the option of working while their children receive adequate child care.

2. Employee productivity is an essential ingredient in the success of any business organization whether you are speaking about mom and pop stores or large multinational corporations. A hidden aspect in employee productivity is the personal relationships which influence work performance. I am not speaking about on-the-job relationships, but family and off-the-job relationships. Concern for one's relatives, especially children and spouses, can be a distracting influence on the job.

The behavior of one's children can drive the most effective corporate executive to irrational behavior. Going to work and worrying about the care of one's children can cut down an employee's productivity. If you multiply the effect on lower level employees, the business performance suffers. Relief of the child care worries of a large number of employees could potentially increase productivity in that part of the work force.

3. Morale is an intangible element which affects the performance of any organization. Employee morale can be enhanced if more benefits are made available. Child care incentives for employees or facilities provided by the employer would be an extra dimension of employee benefits which could increase morale, and a happy employee is a productive employee.

4. The business community has to be concerned about the future workforce in this country. Children of today represent the future of this country, including the business establishment. We all have to be children before we are adults with no exceptions. The leader, workers, educators, scientists, craft persons of today, were the children of yesterday. Adequate child care would enable a greater number of children to benefit from a stable and beneficial childhood experience. A child benefitting from this experience is potentially a stable, productive and motivated adult.

The situation exists in many instances where both parents have to work in order to live comfortably. Under these conditions, many children need the stability and guidance of understanding adults to supplement the absence of parental contact, and it is important to business to have a pool of potential talent to keep operating and improving our economy. Also, children who are the recipient of child care services will have their potential for growing into responsible law-abiding enhanced. In turn there is reason to believe we could expect a reduction of our current troubles with crime, narcotics and other social problems. Reduction of this problem would portionately improve the business climate and our whole quality of life.

The section on the area of Training and Technical Assistance is a positive step in giving business organizations an opportunity to receive assistance in setting up company child care facilities for employees. I would like to see business organizations be given these incentives to set up such facilities. The U. S. government can give business incentives and subsidies to look for essential resources. It must do the same thing for our most quintessential resource - people.

In conclusion, societies that are in conflict with us today put emphasis on the education and care of their children, because they represent their future. We had better take a page from their book and increase our concern for the development of our children, who will someday compete with their children in every aspect, whether in peace or war, economics, or in sports.

NBCDI TESTIMONY

ON S. 4

CHILD CARE ACT 1979

Before the Subcommittee on Child and Human Development of the

U. S. Senate Committee on Human Resources

My name is Evelyn K. Moore and I am the Executive Director of the National Black Child Development Institute, Inc. Thank you for inviting me to testify on S. 4 -- the Child Care Act of 1979. I am very pleased to come before you on this important piece of legislation to represent the interest of Black children and families in America.

The National Black Child Development Institute is a nonprofit membership organization which advocates on behalf of Black children. We have active chapters in ten major cities across the country, and are active in at least thirty-five other localities. Through our membership, the Institute affects over two million Black children yearly.

We are very pleased to be a part of this effort to bring before the American people the need for child care. We are particularly impressed with the effort you made last year to hold hearings so that those who desperately need child care services and know best how they should be delivered could be heard.

We agree with your opening statement that the strongest theme to emerge from the hearings was the need for more child care. This is particularly true in Black communities throughout the country where the situation is as follows:

1. An increasing number of Black women entering and involved in the work force who are or will be single heads of households. Their incomes are lower than two parent households and they are least able to afford adequate day care for their children.
2. An increasing number of Black families headed by both mother and father who must work due to the severe economic demands required to maintain the family. Existing statistical data documents that it takes more Black than white earners in a family to make the same family income. Thus Black urban families with or without proper day care must go to work when opportunity allows, even if it means that children are sometimes forced to become "latch key" children or be cared for in make shift day care arrangements. Child care experts and parents indicate that far too many children are, of necessity, being reared by peers and the "street", facts which do not auger well for the stable growth and development of hundreds of thousands of children.
3. One-half of all Black mothers are in the labor force at any given time as compared to less than 1/3 of white mothers. Many of our mothers must work in order to meet basic family needs such as food, clothing and shelter.

The point we are making with the data summaries above is that most Black families, whether female headed or headed by two parents, are working families. Unfortunately, the American public has been led to believe that most Black families are on welfare. We are here to set the record straight and to bring to the attention of the Committee that indeed this is not true as it pertains to Black families. On the contrary, according to the National Urban League's Research Department, three-fourths of Black children are in families who are either presently employed or who are seeking employment. They are, as opposed to popular myth or stereotype, in the labor force.

Therefore, we are very pleased that this bill will bring help to the majority of Black families who are struggling and working everyday without any welfare or supplemental support. We applaud the fact that this proposed legislation recognizes that the working poor needs assistance.

In addition, we commend you for those portions of the bill which:

1. provide assistance to states in improving the quality of and coordination of child care programs;
2. provide mechanisms for assessing the Nation's child care needs;
3. promote coordination at all governmental levels of child care programs and other services;
4. promote the availability and diversity of quality child care services;
5. provide assistance to pay the full cost of child care services, and
6. strengthen the functioning of families;
7. provide yearly evaluation;
8. reaffirm that this nation goes on record as being firmly committed to providing comprehensive child development services to children;
9. provide that parents be given a decision-making role in programs that affect their children's lives;
10. promote quality programs through standards and licensing implementation;
11. provide the inclusion of a range of children in need, and that day care no longer be viewed as a welfare program;

12. provide for cultural diversity on the cultural aspects of family life;

13. provide training programs.

Whereas we believe you have included all of the basic and essential elements that will make for quality child care programming, we do have the following modifications to offer which we think will serve to strengthen the bill:

Prime Sponsorship

One of the most debated day care issues over the past several years has been prime sponsorship. In the Institute's testimony in June 1975 we essentially called for the state to become the prime sponsor with three principle safeguards. We are pleased to know that in Section 4(a) you are in agreement with this position that the state become the prime sponsor. It is insufficient to make the state prime sponsor without accompanying safeguards. We recognize and know the differences that exist in the quality of day care service from state to state and region to region. Therefore, we believe that it is essential to include safeguards that insure minimum quality of programs. Thus we propose that in addition to the annual evaluation requested by the Secretary, the bill contain more specific language for planning and administration to insure high standards. There are specific safeguard functions that must be included. These are described below.

State Administration

> The state administration body for day care should be an Office of Children or Child Development, responsible to the Governor. This agency should establish guidelines for monitoring and evaluation based on the

nationally established standards; insure that there is wide dissemination of information on every level of operation; insure that the staff reflects the ethnic and multi-lingual community; and give special attention to the income and employment level of the area served.

State and National Advisory Panels

Included in the bill in Section 4(a)(13) and 5 (b)(1), is a provision for State and National Advisory Panels, respectively. Each panel, although established differently, is similarly comprised of not less than sixteen members of which 25 percent each will be parents of children receiving services under the Act, child care providers and child development professionals. This composition causes some concern in that, historically, parents who comprise an equal or small percentage of committees tend to be overshadowed and the committee dominated by the professionals. In view of the fact that the parents and children are directly receiving the services being provided for in the Act and it is their lives being greatly affected, a greater percentage of parents should comprise the committee. We therefore recommend that the State and National Advisory Panels be comprised of 65% parents.

In addition to this, consideration should be made for making the panels policy making groups rather than advisory groups. The bill does not provide the panels the necessary authority and power to set policies and guidelines on their respective functioning levels.

Moreover, because some states do not have a good track record of equitable treatment of all people we recommend the following protections for community groups and parents.

1. There should be an appeals procedure directly to HEW;
2. There should be an appeals and grievance procedure for both local programs and consumers;
3. There should be an appeals process for rejected applicants.

We also believe that delivery design should not be compromised by special interest groups. Thus we reaffirm our position that no special provisions be included to give priority to profit makers or school systems. Neither should any language be included to exclude either group as potential prime sponsors.

In conclusion of our comments on the prime sponsorship section, we propose that the legislation include a by-pass provision for those states which are unable or unwilling to meet the requirements for state control.

Section 4(a)(4) permits funds to be distributed to a variety of child care providers in each community. We agree with this provision if parent decision-making is to become a reality. This mandate in section 4(a)(3)(B) provides a system in which parents can choose freely among a wide range of services. NBCDI sees this as particularly beneficial to Black families who seem to have a preference for relatives as care givers, family day care settings, and center care depending upon the age of the child. Because of our constituent's preferences, we strongly urge that relatives be considered as providers and become eligible to receive payments for services rendered. Otherwise a substantial portion of Black families who prefer this option and now pay for it will not be helped by this legislation.

We are also pleased that section 4(a)(3)(B) provides for funds to be distributed to eligible child care providers through contracts, grants, or through vouchers issued to parents. We are especially pleased that you plan to introduce the use of the voucher system. We think it will provide the kind of parental option that the Institute has longsupported. It is our belief that the voucher system will allow parents to really be in charge of selecting the kind of setting which is best for their child. The voucher system seems to be the key for our parents to at last control not only what kind of care is best, but who shall be the best deliverer of that service. In addition, this system ought to provide further incentive for centers to improve the quality of their programs. The states could assist in this effort by rating the settings according to quality. We would recommend this.

Finally, we think the provision of vouchers is a clear indicator that this proposed legislation affirms a trust in parents and a belief in their ability to make decisions about the lives of their children.

Information and Referral

Section 4(a)(7) provides funds for information and referral services. I have had the opportunity of serving on the American Institute for Research Behavioral Science National Advisory Committee's project on information and referral services and know of the substantial number of families who receive help from consultation and referral services. Information and Referral Service projects in cities such as San Francisco, Ithaca, Cambridge, Chicago and New York provide a valuable service to families. We are pleased that a provision to provide for these services has been included in this legislation.

Standards (Section 5) and Licensing (Section 7(a))

Since licensing and standards are key to insuring quality in child care programming, we are pleased that this proposal speaks substantially to this issue. However, of equal importance is the employment of an effective monitoring and enforcement system. We also want to point to the need to view technical assistance as an integral part of a good standards and license setting program. Senator Cranston, we compliment you for the foresight you show in making these elements a critical component in S. 4, the Child Care Act.

There is one other concern regarding the standards and licensing issue. We share your apprehensions regarding the delays and length of time for the rewriting of FIDCR. Yet, we strongly urge that this legislation not develop another set of standards but rather mandate the completion of the FIDCR. Likewise, we urge a similar recommendation in the case of licensing and the development of model codes. We urge a review of the report by the Model Licensing Project conducted by ACYF (1970 and 1972). This report was endorsed by many of the special interest groups testifying before this committee as well as state officials who participated in the development of the codes.

Training and Technical Assistance (Section 8)

We are very pleased to note the inclusion of training for child care workers in S. 4. We believe that quality child care programs are intimately tied to the skills that teachers of young children possess.

However, we would like to see language added that would give priority for providing such training to higher education institutions that serve low-income constituencies. These institutions are often excluded from participation because their resources do not allow them to compete equally. Some of them are eager to initiate innovative credentialing programs such as the Child Development Associate program. They should be encouraged to do so.

Review and Evaluation

We agree that it is essential to review and evaluate the programs to be supported by this legislation. However, we do not believe that the benefits to be derived from these programs can be determined by measuring change in the incidence of child abuse, school vandalism and juvenile delinquency. Those phenomena are the results of many complex and interacting causes.

We do endorse assessing state's objectives and whether or not these objectives are met.

Allotments

Section 9 describes the manner in which state allotments will be made and stresses the importance of employment and income as criteria upon which this is based. Basically we agree with the intent. It will be very helpful to the vast majority of Black families who are presently in the labor force.

However, the concern we have is that the criteria as presently stated will exclude those persons who are unemployed and yet are in the work force by virtue of seeking employment. Do not they too deserve child care? The National Urban League Research Department estimates that three million children would be excluded if the criteria remain as is. Disproportionately, these persons will be Black and we think it is imperative that they not be excluded by the present allotment formula. Moreover, we also think it is important that states with a high rate of unemployment not be penalized in receiving public funds for day care services. Even though we applaud your intent in helping the working poor we think specific criteria that targets this service for them is necessary. To insure full participation of minority constituents, the criteria of employment and income must be spelled out as eligibility standards for those seeking services through this legislation.

Sentor Cranston, we hope that the modifications we have suggested will be incorporated into the bill. Even though our testimony has been on behalf of Black children and their families, it is a historical truth that when gains are made for Black people, all persons benefit. We believe this to be the case if the changes we suggest are included in this very fine proposal.

In conclusion, if this legislation is enacted, it will be of tremendous help in supporting Black families in America. We are grateful for this proposal and stand ready to assist in bringing child care services to more families in America.

United States General Accounting Office
Washington, D.C. 20548

STATEMENT OF
GREGORY J. AHART, DIRECTOR
HUMAN RESOURCES DIVISION
SUBMITTED FOR THE RECORD TO THE
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT,
COMMITTEE ON LABOR AND HUMAN RESOURCES
UNITED STATES SENATE
ON
GAO REPORT ENTITLED
"EARLY CHILDHOOD AND FAMILY DEVELOPMENT PROGRAMS
IMPROVE THE QUALITY OF LIFE FOR LOW-INCOME FAMILIES"
(HRD-79-40, FEBRUARY 6, 1979)

From our review of the literature on early childhood and family development, examination of research projects on the long term effects of children enrolled in early childhood programs, and assessment of selected demonstration projects sponsored by the Administration for Children, Youth, and Families (ACYF), we found that:

--the early years of a child's life are very important and the family is the primary factor in good child development;

--serious problems exist in this country that might be reduced through preventive-type early childhood and family development programs;

- --research has shown positive outcomes for children enrolled in early childhood and family development programs;
- --only a small percentage of those needing services are served by early childhood and family development programs;
- --selected Federal demonstration projects in early childhood and family development are benefiting enrolled families; and
- --potential benefits can result from effective early childhood and family development programs.

THE EARLY YEARS OF LIFE ARE CRITICAL, AND THE FAMILY IS THE KEY

Research indicates that the first 4 years of life are a critical period in a person's development and that at no other time will a person develop or learn as rapidly. These years are especially important in the development of language, curiosity, social skills, and the roots of intelligence. Furthermore, indications are that failures in these developmental areas during early childhood lead directly to underachievement later in life.

The family is the primary influence in a young child's development. The family delivers to young children the educational and developmental stimulation and support that will critically influence their later lives.

Data indicate that a critical factor in the success of an early childhood development program is achieving active participation in the program by parents and other family members.

SERIOUS PROBLEMS EXIST IN THIS COUNTRY WHICH ADVERSELY AFFECT THE CHILD'S DEVELOPMENT

There are a number of serious problems in this country that affect the development of children. These include:

--Increasing number of single-parent families.

--Large number of women receiving inadequate prenatal care which contributes to high infant mortality rates and many cases of child mental retardation.

--Large number of children suffering from poor nutrition and lacking immunization against preventable diseases.

--Large number of children being abused and neglected.

--Increasing crime and dependency on the welfare system.

The Advisory Committee on Child Development estimated that in 1976 there were about 3.7 million children who were considered high risk. A "high risk" child was defined by the Committee as a child under age 6 who was in a family which had an income below the poverty line by Government definition or in a family with an annual income between $5,000 and $7,000 and the mother worked. About 3.1 million of the 3.7 million high-risk children were in families having income below the poverty line.

Not only low-income families need help and support to assure adequate development of their children; however, they need help more than any other group. The conditions that low-income families experience probably account for poor child development. These conditions include a poor diet, crowded and noisy housing, a low level of education among parents, low intellectual expectations for their children, a general lack of books and toys within the home, and little emphasis on good language development.

The number of single-parent families has increased

Because of increased rates of divorce and illegitimate births, the percentage of children under 6 years old that live in single-parent families increased significantly from 9 percent in 1968 to 17 percent in 1975.

Although many single parents provide excellent care and shelter for their children, the level of economic deprivation in a large number of single-parent, female-headed households makes adequate child care a difficult task.

A continuous cycle is indicated by the correlation between poor school performance and single parenthood. The young female school dropout who has the greatest likelihood of becoming a single parent also has the least likelihood of obtaining prenatal care, and is least able to care for a baby.

The lack of prenatal care and poor environments for young children contribute to infant death and mental retardation

Child health experts generally agree that prenatal care should begin during the first 3 months of a pregnancy to have the greatest success in preventing infant mortality or other problems with lifelong consequences for children.

About 34,700 women who gave birth in 1975 received no prenatal care; another 54,500 did not get prenatal care until their 8th or 9th month of pregnancy. Of babies born to women who received no prenatal care, 20.1 percent were classified as low weight live births which is about 5-1/2 pounds or less. The rate of low weight live births for all women was 7.4 percent. Very small premature babies are 10 times more likely to be mentally retarded than normal weight babies.

Negative early childhood experiences are another major contributing factor to mental retardation in children. In our report to the Congress, "Preventing Mental Retardation--More Can Be Done" (HRD-77-37, Oct. 3, 1977), we stated that an estimated 75 percent of the incidence of mental retardation can be attributed to adverse environmental conditions during early childhood.

Another indication of the seriousness of inadequate prenatal care and negative early childhood environments is that in 1975 the United States ranked 16th among 42 nations in the rate of infant mortality (death during the first year of life). For poor children, the chances of dying in the first year of life are about two-thirds greater than for those living above poverty levels.

Child abuse has been termed a "national epidemic"

The National Center on Child Abuse and Neglect of HEW estimated that in 1977 there were about 1 million abused and neglected children in the United States. Best estimates indicate that some 2,000 children die each year from abuse and neglect.

Child abuse occurs in all socioeconomic classes. However, the incidence of reported child abuse and neglect is highly concentrated in the lower socioeconomic classes, and the cause is often associated with the economic and environmental stress experienced by the poor.

Poor school performance results in crime and welfare dependency

There is a pattern linking poverty with poor school performance which sometimes results in a child becoming a school dropout and turning to juvenile delinquency and eventually, adult crime.

Also, data show that if a person performs poorly in school, he or she is more likely to be dependent on the welfare system.

RESEARCH CLEARLY SHOWS EARLY CHILDHOOD PROGRAMS ARE EFFECTIVE AND PARENTS ARE RECEPTIVE TO SUCH PROGRAMS

The Administration for Children, Youth, and Families has supported research on early childhood and family development. Currently, emphasis is being placed on studying child development within the context of the family. Much of this research shows that early childhood and family development programs for children from birth to 4 years are effective. Furthermore, indications are that the most effective programs are those where the child participates at a very young age and parents are closely involved in the program.

Longitudinal research results show that children who participated in an early development program were placed in remedial special education classes less often during their years in school than control group children who did not participate. Similarly, program children were found to be held back in grade less often during their school years and demonstrate superior social, emotional, cognitive, and language development after entering school compared to similar groups of control children. Intelligence tests given to children who participated in early development programs show that they received higher scores compared to control groups of children who did not participate. We believe that significant factors in these results were the high degree of parental involvement and programs reaching children at or before age 3.

CHILD AND FAMILY DEVELOPMENT PROGRAMS ARE SERVING ONLY A SMALL PERCENTAGE OF THOSE NEEDING SERVICES

Of the 3.7 million children under the age of 6 identified as "high risk" in terms of their opportunities for development, only a small percentage were enrolled in comprehensive programs designed to enhance their total development. The only major Federal program providing comprehensive child development services to "high risk" families is the Head Start program. In fiscal year 1978 the Head Start program served about 402,000 children with a funding level of $625 million.

Federal efforts in child development

A review of Head Start research since 1969 shows that Head Start has improved the cognitive, health, and social development of children and has had a positive effect on families and the community. However, many early childhood development proponents believe that programs need to begin at an earlier age than 4 years, which is when Head Start usually enrolls a child. Research in child development indicates that important developmental patterns are identifiable in children as early as age 2, and by age 3 these patterns are quite deeply ingrained. Unfortunately, even at this early age developmental patterns for low-income children are negative.

In response to data on successful early childhood development programs and the strong views held by some on the importance of the first 4 years of life in a child's development, the Head Start research, demonstration, and pilot efforts have funded some relatively small-scale early childhood and family development programs designed to provide comprehensive services in health, education, social services, and parental involvement to low-income disadvantaged children and their families.

These programs include the following:

--The Child and Family Resource Program provides services to the entire family from the prenatal period to age 8. I will discuss this program in more detail later.

--The Parent-Child Centers (PCCs) provide services to families and children under age 3. In 1970, three Centers were selected as research sites to evaluate the results of the program. Research findings have been positive. As of February 1978, 33 Centers were serving about 4,000 children.

--The Home Start Program provides Head Start-type services in the home. At the end of 1977, about 400 home-based programs were serving about 20,000 children.

These programs recognize that parents are the first and most important educators of their children and, therefore, work closely with the parents and provide services to the children. These programs emphasize the importance of the early years in a child's development and the family's role in providing an environment for a young child conducive to child growth and development. In addition to education efforts, the programs stress the importance of good health care and nutrition and acquaint families with a variety of community resources they could use to meet family needs.

Other Federal programs, particularly within HEW, provide services to children of all ages. Based on the latest available information, during fiscal year 1975 support for children's services within HEW reached about $6.7 billion. Of this amount, $3 billion was spent by the Office of Education. The former Social and Rehabilitation Service spent $2.6 billion primarily through the Medicaid and social services programs. The Public Health Service and the Office of Human Development Services together spent about $1.1 billion of the $6.7 billion for services to children, including Head Start.

Federal day care expenditures amounted to $675 million in fiscal year 1977, mostly funded under title XX of the Social Security Act. Day care is defined as the care any child receives from someone other than his or her own parents or guardians during part of any day. The term day care applies to a wide variety of services. The duration of care may range from a few hours a week to 12 hours or more a day, 5 or 6 days a week. Some day care programs are regulated by government agencies, but many are not. Some programs aim at keeping the child safe from harm, while others seek to stimulate the physical, emotional, and intellectual development of the child.

Most Federal programs are geared to one aspect of a child's development, or a certain type of child, e.g., the handicapped. Among the services these programs provide are health, education, social, child care, child welfare, adoption, foster care, and protective services. Nutrition services are provided through programs from the Department of Agriculture.

States are interested in early childhood and family development, but few programs have been started

State and local programs providing comprehensive early childhood and family development services are limited. However, there are a large number of small child development projects around the country, but no State is sponsoring a statewide comprehensive program for the development of children from birth through age 4. Also, many States have task forces or planning efforts concerned with child and family development.

We found that Minnesota has a significant pilot program in early childhood and family development. The program's stated principles are that:

--Learning is a process that begins at or before birth, and the first 3 years after birth are critical to total development,

--Early learning in the home is crucial,

--Parents are important teachers, and

--Investment in early childhood and family education is a good economic and social policy.

THE CHILD AND FAMILY RESOURCE PROGRAM HAS BENEFITTED ENROLLED FAMILIES

The Child and Family Resource Program referred to as CFRP, began in 1973 and represents an attempt to incorporate the positive program aspects of Head Start, Parent-Child Centers, Home Start, and other child development programs into a single program. This program, funded by the Administration for Children, Youth, and Families, is designed to focus on the entire family, reaching families and children at an earlier period than Head Start, and providing continuous services to meet the needs of low-income families and children from the prenatal period to age 8.

CFRP conducts a needs assessment of families' strengths and weaknesses, and provides or arranges for services to meet the specific needs of families and their children. Services are provided to families under four major components: Family Social Services, Early Childhood Education, Parental Involvement, and Health and Nutritional Services. There are 11 CFRPs across the country serving about 1,058 families.

CFRP provides family services, including crisis intervention, referrals to other community organizations, and family counseling and assistance. The CFRP design recognizes that the development of children in families could be strengthened if appropriate services were provided to family members.

Early childhood education services are provided for children from infancy through the early elementary school years. Infant programs are conducted at the centers, in the families' homes, or a combination of both. Entry into the Head Start program usually occurs between ages 3 and 5 for all CFRP children. A school linkage program aids children through an easier transition from Head Start to an elementary school environment.

Parent involvement activities were designed to enhance the parent's role as the principal influence in their child's education and development. Parents were involved in child development activities, program planning and policymaking, and educational and social activities. Also, parents were encouraged to resume or continue their formal education. Through parent education activities, efforts have been made to prevent child abuse and neglect.

Health and nutritional services are designed to prevent problems and educate families in all areas of health, including medical, dental, nutritional, and mental. CFRP tries to fit families into a comprehensive health service system by ensuring that health problems are identified and services are provided by CFRP or community agencies.

We reviewed the operations of 4 of the 11 CFRPs, and found that the programs are benefiting young children and their families in many ways. We believe that the CFRPs, as designed, contain the components necessary for a successful early childhood and family development program.

We assessed changes in home environments of 82 randomly selected families enrolled for at least 1 year in CFRP by rating each family's physical and emotional environment on 21 specific factors. The quality of the child's living environment was assessed in terms of books and other learning experiences, safety, adequacy of space, housekeeping, health care, etc. The social environment was also assessed as it relates to a child's emotional stability. We found that the home environments improved significantly during the families' participation in the program.

We interviewed parents of 64 of the 82 families. They expressed highly favorable comments about the program's quality in helping their children's development as well as improving their own lives.

During interviews with the parents, we also discussed whether they considered CFRP an invasion of their privacy in any way. Parents stated that they did not consider CFRP an invasion of their privacy.

COSTS OF CFRP

We determined that CFRPs incurred costs of about $1,890 per family in 1977. This consists of the basic and supplemental CFRP grant of $1,326 plus the portion of each Head Start grant, or $563, that applies to CFRP families. We included a portion of the Head Start grant because families enrolled in CFRP participate in Head Start when the child is 3 or 4 years of age.

In addition, outside agencies that provided services to families referred by the program incurred costs of up to $1,154 per family in 1977. This amount may not be typical in other communities because of a number of variables affecting costs, including

--the needs of families in a specific community.

--the extent to which inkind services are obtained from private sources.

--the extent to which outside agencies are operating below capacity and could absorb new referrals at little or no extra costs.

PROBABLE BENEFITS FROM EFFECTIVE EARLY CHILDHOOD AND FAMILY DEVELOPMENT PROGRAMS

Based on our work at CFRPs and our review of research on early childhood and family development programs, we believe that effective programs can offer many benefits that will improve the quality of life for families.

These improvements in quality of life factors might lead to a break from the negative cycles of poverty, child abuse, and school failure that are present in many families and have persisted for generations.

Therefore, effective programs might produce long-term positive outcomes extending to following generations of participating families.

We believe the direct benefits to children and families from early childhood and family development programs could benefit society in general. We believe that financial benefits, increased human potential, and reduced human suffering would probably be realized from effective early childhood and family development programs.

ADMINISTRATION FOR CHILDREN, YOUTH, AND FAMILIES POSITION ON EARLY CHILDHOOD AND FAMILY DEVELOPMENT PROGRAMS

Officials of the Administration for Children, Youth, and Families believe that more programs in early childhood and family development are needed, and that an adequate knowledge base exists about ways to provide services to young children and families. The primary reason that the Administration's efforts in early childhood and family development programs are so limited is that funds to initiate new programs are lacking. Administration officials told us that they could readily plan for implementing such programs if additional funding was made available for early childhood and family development programs.

MATTERS FOR CONSIDERATION BY THE CONGRESS

Our report shows that early childhood and family development programs are needed and can be effective in improving the quality of life for children and families.

If the Congress enacts comprehensive child care legislation, we believe that the legislation should require that the programs provide or secure, emphasizing the use of existing community resources, comprehensive services for young children and their families who wish to participate. These comprehensive services are:

--Preventive and continual health care and nutrition services.

--Family services based on a need and goals assessment for each family.

--Developmental/educational programs for children from birth through preschool years, recognizing that parents are the first and most important educators of their children.

--Preschool/elementary school-linkage efforts to enhance the continuity of development.

--Programs that involve parents in program activities and give them an influential role in program planning and management.

If enacted, funding of comprehensive child care programs should be increased gradually, and evaluations of the program should be made while they are operating. The programs should be revised and improved when effective new and innovative techniques on the development of young children and families are discovered and refined.

TESTIMONY OF MS. BETTYE ROBERTS

PRESIDENT, NEW YORK DISTRICT COUNCIL 1707

on behalf of the

AMERICAN FEDERATION OF STATE, COUNTY AND

MUNICIPAL EMPLOYEES

on

S.4, THE CHILD CARE ACT OF 1979
BEFORE THE SUBCOMMITTEE
ON CHILD AND HUMAN DEVELOPMENT
OF THE SENATE LABOR AND HUMAN
RESOURCES COMMITTEE

My name is Bettye Roberts. I am here today on behalf of the American Federation of State, County and Municipal Employees to reaffirm our union's long-standing commitment to comprehensive, accessible, affordable and quality child care.

I am currently the president of AFSCME's District Council 1707 in New York. My council includes AFSCME's largest child care workers local. We represent about 9,000 workers in New York City's nonprofit child care centers and Head Start program.

In the nation as a whole, AFSCME represents more child care workers than any other trade union. But I come before this panel to speak for both AFSCME child care providers and consumers.

Our union, the largest in the AFL-CIO, represents close to 600,000 working women in the public sector. These women know, often from bitter experience, that the problems identified by S.4, the Child Care Act of 1979, are real and widespread. AFSCME women know, moreover, that these problems are getting worse. The enormous economic strains of the '70s, as the Labor Department has noted, are forcing women into the work force at an incredible rate. In the single year ending last March, the percentage of working mothers with children under six increased just shy of 7 percent! Overall, the number of working women with children under 18 jumped a stunning 26 percent between 1970 and 1978.[1]

The number of available child care sites has nowhere kept pace with demand. Decent, licensed family and child care center openings exist for only one out of every 10 American children.

This wide disparity shouldn't surprise anyone. The same economic pressures that have forced more and more women into the labor market are also conspiring to cripple state and local government support for adequate child care facilities. High unemployment shrinks tax revenue and sends costs for automatic social welfare programs soaring. Near double-digit inflation pinches budgets still more and creates a climate where cutting, not caring, counts.

The combination of these factors makes child care stability, let alone expansion, an elusive dream. New York City, for example, sliced its child care budget almost 40 percent in 1976 and cut off funding totally for 76 of the city's 411 centers. Since then, the city has sought to patch together from federal programs, such as CETA, Title XX and Head Start, and from state and local resources enough money to maintain its current services. Yet these increases haven't even matched inflation.

In hard economic times, gaining child care facilities through alternate routes, such as employee-employer bargaining, is equally difficult. Workers must exert themselves to the maximum just to keep their wages up with rises in the cost-of-living. Innovative contract provisions for child care have made little progress against the inflation treadmill of the '70s.

Meanwhile, the federal efforts to remedy the child care shortages have been pitifully weak.

For the poor, there is a variety of federal child care programs, with most funded through Title XX of the Social Security Act. This direct aid, however, constitutes only a fraction of the sums needed. In New York City alone, 10,000 children certified as eligible for Title XX services are still waiting for help. Another key federal initiative, Head Start, funds a mere 24 percent of the program's eligible population nationally.

For working parents who don't meet poverty criteria, the only federal assistance of note is the child care income tax credit. But the tax credit approach to child care assistance generally helps most of those who need help the least. Two-thirds of the child care credit tax expenditure went to families with incomes above $15,000 in 1977.

The sad truth is that most families don't qualify for any federally supported child care programs. Too "well-off" for federal poverty program aid, too "poor" to take advantage of the child care tax credit, they get little help in their quest for decent child care. Paying for child care imposes a heavy burden on them.

Finding child care is another story altogether. Information and referral services are scattered sparsely across the country and remain largely unknown to people they might benefit. For the average child care consumer, finding suitable care is an aggravating ordeal of waiting lists and cross-town center-hopping. Few working parents end up locating a site that smoothly fits their hours, commuting route or income. Many parents travel long and time-consuming distances to drop off and pick up their children.

Unable to find anything suitable, some parents deposit their children in substandard centers or homes and then spend precious hours worrying and feeling guilty. Other parents find nothing at all and leave their children at home, unattended.

For the workers who actually provide child care, the situation is just as bleak. Wages are generally low; training poor; job security virtually nonexistent. The haphazard coordination of the nation's child care continually frustrates those workers who want to build careers out of helping children.

At AFSCME, our long experience with child care has given us some very definite ideas on how the United States might best overhaul the nation's child care system. Before we look specifically at S.4, I would like to present the goals by which we plan to measure the Child Care Act of 1979.

- o Our top priority is a system that provides comprehensive child care services to all working parents who need them, regardless of their ability to pay.

- That system must recognize the diverse needs of American parents as well as the varying needs of their children. Parents work day and night. Some raise their children with traditional modes of child-rearing: others do not. Non-English speaking children require special sorts of considerations, as do handicapped children or the children of migrant workers. There is no one child care approach that is right for all parents or children.
- A decent child care system must closely involve parents in decisionmaking. Parents must participate in the centers their children attend. If they do not, the child's life breaks into separate worlds and the child is the loser.
- A child care system must respect the rights of its employees to decent wages, opportunities for training and career advancement, job security and a voice in decisionmaking. Otherwise, high turnover among child care workers -- and poor care -- is guaranteed.
- Any new programs must safeguard and support programs that have proven their value. A well-coordinated system should encourage the expansion of successful state and local efforts.
- The system must build in standards and mechanisms for accountability to prevent profiteering off the needs of child care consumers and workers.

These goals are treated in greater depth in the Child Care Resolution passed by the 23rd AFSCME International Convention last July, which is attached to this statement.

Will the passage of S.4 enable the nation to reach these simple, but wide-ranging goals?

At AFSCME, we believe S.4 can make these goals a reality. The bill goes to the root of the child care crisis and generally recommends solutions that are as achievable as they are far-sighted. There are provisions that we question, but in the main, this is a bill that can be made to bring reasonableness to the nation's floundering child care network.

S.4 recognizes, first, that the nation's need for decent child care demands a serious and comprehensive federal commitment. Under the bill, HEW would provide standards and resources for local child care initiatives. Programs and activities would be selected, coordinated, monitored and evaluated by state government prime sponsors. Each level of this structure -- federal, state and local providers -- would be linked in a system that encourages accountability through independent citizen advisory panels.

By designating states as the prime sponsors, S.4 has fixed on what we consider to be a sensible delivery system. The bill quite rightfully rejects public school prime sponsorship, which has been advanced as an alternative.

It is doubtful that public school systems can provide the diversity so important to comprehensive child care. With school districts as prime sponsors, we fear the schools would quickly monopolize child care funds and succumb to the ever-present temptation to use new funds to meet current needs or develop programs that amount to little more than a downward extension of standard school fare.

Of course, we do not maintain that the schools can never provide an admirable child care setting. It may well turn out, in certain situations, that a school is the most logical provider. But let the schools make their case along with other providers to an impartial state agency that has no vested interest in any particular provider.

Past practice, we believe, demonstrates that the state and local government prime sponsor approach can work. In New York City, for example, the city's Agency for Child Development receives a mix of federal and state funds and, in turn, subcontracts for services with community-based, nonprofit centers and family day care providers. In California, similarly, the State Education Department provides funds to both local nonprofit agencies and school districts.

These existing systems have developed some excellent child care programs. There are nonprofit centers in New York City, for instance, that are truly models of all that is best in child care. We must take care not to jeopardize these solid programs with any new national child care structure. S.4's state prime sponsor approach, we believe, has the flexibility to protect existing programs of demonstrated usefulness. A school system-dominated structure, on the other hand, may likely endanger existing programs that do not fit the school mold.

The schools, we believe quite frankly, have not had a very good track record in responding to children with special needs. As Cornell University's Irving Lazar concluded in 1977, schools tend to adopt uniform policies and philosophies.[2] They are more likely to mold parents to their institutional needs than mold their institutions to accommodate parents.

Parents, in turn, are less likely to challenge school-run child care facilities than their nonprofit or public agency counterparts. The "professionalism" of the schools sometimes leaves uncredentialed parents uncomfortable and inhibits parent involvement.

We also question whether school districts, should they be prime sponsors, could effectively monitor and enforce child care standards. Where a school system's prime sponsor becomes the provider, can the school adequately watchdog itself? We have our misgivings. It would be far wiser to build checks and balances into the system by retaining a sharp separation between actual providers and the prime sponsor, with its evaluative and enforcement responsibilities. The state prime sponsorship structure suggested by S.4 makes this separation and places monitoring and enforcement responsibilities with an institution that has the experience to do an effective job.

Let me make one final point about the importance of state prime sponsorship. S.4 places strong emphasis on coordination with other programs, especially health, nutrition and related social services. We agree wholeheartedly, but would add that the bill also should encourage specific coordination with welfare, manpower and employment programs. We can best achieve coordination by placing administrative responsibility for child care in the hands of the same institutions that administer these related social services as S.4 does through its state government delivery system.

S.4 can encourage coordination even more, however, by spelling out some guidelines that define which state agencies would make the most appropriate child care administrator. The administering agency should have actual experience -- or obvious potential -- in coordinating child care with related social services. In New York State, for example, the Department of Social Services, which presently administers the Title XX program, would be a logical candidate to administer any new child care program.

Onto its state prime sponsorship framework, S.4 places a series of provisions we feel will help guarantee the child care our nation's children need and deserve.

The legislation, for instance, makes sliding fee schedules a prerequisite for federal approval of state plans. The state plan must also endeavor to establish information and referral services and take steps to encourage parent involvement.

Another provision stipulates that funds appropriated under S.4 may not be used to supplant existing federal child care-related programs. Head Start funding, the bill further states, must be maintained before any funds can be appropriated for S.4. This hold-harmless approach should be extended to states for programs such as Title XX to make sure that any new federal child care program does not become an excuse for reducing existing services. Additionally, S.4 should include some priority or special consideration for expanding existing programs of demonstrated effectiveness.

Under Section 6 of S.4, HEW would be empowered to make grants or contracts directly to the local level for experimental and innovative child care projects. We are particularly pleased to see night-time care listed as an example.

For many millions of working Americans, child care means night, not day, care. Hundreds of thousands AFSCME members work night- or swing-shift hours on a regular basis. The almost total absence of round-the-clock care today is one of our most serious child care problems.

Section 6 can also prove a testing ground for further development of employer-employee child care centers. On- or near-work site care has made little progress in the United States. Section 6's experimental funding can speed that development.

Other S.4 provisions have our conceptual support, but need strengthening before they actually achieve their goal. The bill, for example, acknowledges the value of broadly representative advisory boards. Unfortunately, S.4 does not specify child care workers as a representative category. To be sure, it requires "provider" participation. We fear, however, that many advisory boards will translate "providers" into administrators and ignore the actual workers who provide child care services. Significant employee representation must be guaranteed on both the state and national advisory boards mandated by S.4.

S.4's treatment of the training question also concerns us. AFSCME, of course, strongly supports the bill's emphasis on training and technical assistance and its earmarking of funds specifically for training. However, training efforts must be as well thought out as any other aspect of a comprehensive child care program, and we do not feel that S.4 adequately reflects the problems that have weakened child care training efforts in the past.

AFSCME members have participated in Title XX-funded training programs in New York City. That training, by and large, has not met their needs.

The training programs have been organized and led almost exclusively by area colleges. Neither workers nor their union have been contacted beforehand about the questions the training efforts should try to answer. The resulting programs, predictably, have often been purely academic exercises that offer little practical guidance for workers.

AFSCME has attempted to get more directly involved in training, but the Title XX regulations that discourage the participation of non-educational institutions have made that more difficult. HEW is, we understand, revising the regulations to encourage wider nonprofit institution involvement, but at a very slow pace. S.4 should make it clear that unions and other nonprofit institutions are legitimate recipients of training funds.

S.4 should also be amended to guarantee workers' rights to pre- and in-service training. The bill should, in addition, steer the national child care program away from the certification trap. Hard-working child care employees with years of experience and training classes under their belts don't need formal academic qualifications to provide quality care.

What they do need, however, is a single set of comprehensive child care standards. We, like nearly everyone concerned about child care, are disturbed at the snail's pace development of the Federal Interagency Day Care Standards. But S.4 suggests the development of an entirely new set of standards and that disturbs us even more. Child care workers are expecting the interagency regulations. Presenting a new set of standards at this late date would only inject unnecessary confusion into the child care picture, especially in centers that receive funds from a variety of sources.

The changes we suggest above can be incorporated fairly easily into S.4. All are consistent with S.4's stated goals.

We do, however, see two additional problems with S.4 that are not only inconsistent with our child care goals, but are, we feel, entirely inconsistent with S.4's own stated goals and purposes. We refer to S.4's authorization of child care vouchers and its failure to stipulate wage protection for child care employees.

Vouchers, AFSCME believes, have the potential to undermine and discredit the entire national S.4 child care structure. With vouchers, we are inviting profitmaking providers into the child care system.

We object philosphically to the notion that scarce federal dollars should fuel profits. There is, in addition, no evidence that profitmaking child care has anything to offer the nation, and we have considerable reason to fear it. The National Council of Jewish Women has already pointed out in its study, Windows on Day Care, that public and nonprofit child care facilities are open longer, have better staff-child ratios and pay better salaries than profitmaking centers.[3] Monitoring the corner-cutting manuevers of profitmaking concerns, the Congressional Budget Office noted in a report last September, would involve substantial administrative expenses.[4]

We question whether any administrative effort by a prime sponsor can ever adequately enforce federal standards on profitmaking child care centers. The national nursing home scandal is a vivid example of the problems inherent in monitoring human service profitmakers.

Some argue that vouchers are the only means by which the nation can accommodate home or family child care. That is not the case. A comprehensive day care system could attach clusters of home care providers to a nearby child care center. The center would place the home care providers on salary, provide training and equipment and generally enable the quality control that would be impossible under a voucher system.

The dangers posed by profitmaking child care companies are great. This panel should carefully close any legislative loopholes in S.4 that may give profitmakers access to federal funds. In instances where employer-employee plans are established, for example, the legislation -- or future HEW regulations -- should clearly spell out prohibitions against profiteering.

There is no place in S.4 for, as one critic has put it, "Kentucky Fried Children."

There is a place, however, for wage standards, and we are deeply disturbed that S.4 includes no wage guarantees. Child care legislation submitted to the 94th Congress did require that child care workers be paid the higher of either the minimum wage or prevailing wage rate for similar work. Child care centers cannot attract or keep quality personnel with substandard wages.

In sum, S.4 is a generally admirable bill with certain weaknesses that we believe can and should be addressed. Its framework is a responsible and reasonable course for the nation.

The members of this panel are, however, already being bombarded by an energetic letter-writing campaign of distortion and outright lies against the intent of the Child Care Act before us. This flood of "hate" mail -- and "hate" is the only word that describes the viciousness behind this anti-children campaign -- has once before sabotaged a federal child care initiative. It must not be allowed to sidetrack S.4. S.4 will not "destroy" the family. S.4 does not force anyone to do anything. This bill provides options for Americans who want and need care for their children while they are at work.

We ask members of Congress to look past the carefully orchestrated letter assault on S.4 and look back at the numbers we and other witnesses are bringing before this panel.

There are approximately 30 million children whose mothers are working today. That number translates into many millions of families -- a huge constituency for decent child care that dwarfs the relatively thin ranks of fanatic letter writers.

We also ask members of Congress to reject the false frugality of those who claim that the nation cannot afford comprehensive, decent child care. The implementation of S.4 will cost considerable sums. No one denies that. In fact, the $90 million recommended by the Senate Human Resources Committee falls far short of the resources authorized in earlier child care proposals.

That money, however, is an investment in our children and in our future. It is not "wasteful" or a "societal luxury." We will be "repaid" -- in the taxes paid by working mothers, in reduced government expenditures for vandalism, delinquency, child abuse and other social problems directly caused by the lack of adequate child care facilities.

In the jargon of the budget writers, a national commitment to child care will be cost-effective.

Yet even the band-aids that have prevented the collapse of the fragmented child care system -- CETA funding for child care centers, Title XX day care aid and training assistance -- are themselves being attacked or bureaucratically redefined.

This is not a time for pandering to the know-nothings and short-circuiting the child care program the nation desperately needs. AFSCME members, low- and middle-income people all over the country, need the comprehensive child care outlined by S.4. We at AFSCME don't intend to shrink from the challenge.

Footnotes

1. "Child Care: The Federal Role," Issue Brief Number 1B77034, The Library of Congress Congressional Research Service; 1977; p.2.
2. "Childcare and Preschool: Options for Federal Support;" Congressional Budget Office; September, 1978; p.35.
3. Windows on Day Care; Mary Dublin Keyserling; National Council of Jewish Women; New York City, New York; 1972.
4. "Childcare and Preschool: Options for Federal Support;" Congressional Budget Office; September, 1978; p. 50.

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DRAFT

TESTIMONY
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
HUMAN RESOURCES COMMITTEE
S4--THE PROPOSED CHILD CARE ACT OF 1979

The following written testimony is being submitted on behalf of the New York State Association of Settlement Houses and Neighborhood Centers.

We regret that, to date, it has not been possible to provide oral testimony. We would be happy to do so if further hearings are scheduled and if we are given the opportunity.

The New York State Association of Settlement Houses and Neighborhood Centers operates as a coalition of more than 70 settlement houses in 17 cities and towns in New York State and is governed by an Executive Committee representative of all State regions. The Association seeks to develop information; to prepare joint programs to be funded on a regional or State basis; to assist its member settlements to identify and provide coordinated human services; to participate in neighborhood preservation and development; and to promote legislative and administrative action on issues of common concern. Settlement houses are multi-purpose agencies which provide social services adjusted to local need. Almost all settlements operate child care programs, including day care centers, family day care, and after school care as well as day camps, compensatory education (including bilingual and education of the handicapped) employment programs for all age groups, youth programs and delinquency prevention activities. Many also provide senior citizen programs, economic development activities, health and mental health projects, and housing and planning for community development. They thus have vital concern with the programs outlined in S4.

Support of General Principles of S4

The New York State Association, on behalf of its affiliated settlement houses and neighborhood centers, welcomes the introduction by Senators Cranston, Williams, Riegle, and Javits of S4 and strongly supports the basic concepts included in the bill. We believe that its adoption would provide the framework for the development of greatly needed additional child care. We believe S4 provides a more effective instrument than the proposals outlined in the various child care measures previously adopted or considered by the Congress. However, there are several features of the bill about which we would like to make some comments and suggest substantive changes.

Definition of Children

We agree with the definition of a child as "any individual who has not attained the age of 15" and know from experience that many children between 13 and 15 need special after school programs, especially where both parents are at work. However, we are concerned that the proposed legislation does not make clear distinctions with respect to the types of programs and the differing needs of older as against younger children. The bill does not, as far as we can determine, suggest or define the nature of the programs that should be funded for the older age group. It also does not specify how programs for children 13 to 15 are to be integrated either with State programs for the care of young children (pre-school and after-school up to age 12) or with plans developed for the prevention of juvenile delinquency, truancy and related issues or any other youth programs appropriate for children primarily in the age group of 12 to 15.

Role of State and Local Governments

Another problem is the absence from S4 of clear specifications with respect to the responsibilities and program operations at the local levels. We appreciate the goal of preventing federal government involvement with local administration to the degree that was provided in the earlier drafts for a child care bill and that is still part of the organizational structure and funding of Head Start, on the one hand, and CETA, on the other. However, the experience in New York State with Title XX indicates the need for clear guidelines to determine not only methods of coordination but also the divisions of administrative responsibility at the various levels of government.

Fee Scales

Two examples of Title XX experience are directly related to the specifications laid down in Section 4 of S4. Title XX requires states to determine fee scales for eligible families receiving child care if their incomes fall between 80 and 115% of the State median income and permits "reasonable" fees at lower income levels. New York State initially developed different fee scales for New York City and Upstate. In its recent State Plan implementing Title XX, New York State promulgated a sliding scale which is mandated for all districts but which does not adequately take account of the differing costs and expenditure levels of families living in different areas or employed in different occupations. Voluntary agencies, such as the New York State Association of Settlement Houses and Neighborhood Centers, and the New York State Child Care Coordinating Council, have studied this issue and recommend what we believe to be more "reasonable" fee scales, based on family needs and expenditures. We have been unable to date to obtain satisfactory changes from the State Department of Social Services. S4, it seems to us, could well compound the problem by requiring a state to "provide for the establishment of fee schedules based upon the services provided and family income adjusted for family size, for children receiving services assisted under this Act." This provision does not take into consideration many required family expenditures, such as catastrophic medical expenses, transportation to work or to day care, work related expenses in general, and would, therefore, make it possible to continue "unreasonable" fee scales. There seems to be no standard or criteria for establishing the fee scales, nor for reviewing their affect.

Licensing of Programs

The second example relates to licensing child care providers. While S4 contains some requirements with respect to licensing, it again leaves to the State the determination of the standards to be followed for licensing. New York State is currently faced with new licensing requirements that have been issued by the Department of Social Services which we believe could be harmful to the children involved. The fact that different standards may be applied to funded and non-funded programs and that differences are permitted between proprietary and non-profit centers, can open up the whole field to substantial abuse. The new licensing standards of the Department of Social Services, which are to come into effect on March 1st, are in many respects lower than those currently applied to Title XX funded programs and in effect "deregulate" existing standards. Voluntary agencies are currently making every effort to have the application of these standards delayed as we fear their effect on the provision of day care in many localities. The broad interpretation given to standards for licensing under S4 seems to us equally dangerous.

State Advisory Panels

Still another area of concern is the composition and use of the proposed advisory panels. We welcome the concept of establishing State Advisory Panels on Child Care but believe that, at least in larger populated States, there should be a requirement that the State Advisory Panel be complemented by local district or area panels. In addition, while we agree with the "distribution" of the membership of the three categories specified in the bill, we would like to see an amendment to the provision which reads, "of which at least 25% will be parents of children receiving child care services assisted under this Act." We believe that parents of children who have recently received child care should also be included so as to permit continuity, gain a broader spectrum of experience, and cover more diverse needs. We also believe that there should be some provision that would ensure that the parent representatives, like the representatives of the providers, should come from different types of child care programs.

Training and Technical Assistance

The training and technical assistance provisions are a great improvement over those contained either in Title XX or in the earlier day care bills. However, we again urge inclusion of provisions for the training of board members and volunteers, especially in view of the fact that it is the Board members who must be responsible for the administrative and financial accountability of the agency delivering child care, while it is often the volunteers who have the greatest need for adequate training to undertake responsible duties with respect to child care. Neither of these categories would seem to be able to be trained under Section 8.

Funding Levels and Relation to Other Funding Sources

With respect to the "funds authorized," we understand the advantages of leaving out any specific figures, and providing for "such funds as may be necessary" during the next four fiscal years. We strongly urge, however, that some specific (and possibly limited) sums be specified to cover the first "tuning up" year, so as to make it more likely that such funds be included in the President's budget and in the Congressional budget appropriations.

Although S4 is a bill that both stands on its own and calls for coordination with other programs, we would like to see a closer and more specific integration of its programs with those currently operated under Title XX of the Social Security Act. We are pleased to see that there is a provision to prevent use of the new funds as a substitute for existing State expenditures, but we believe that there should be a clearer requirement, especially since it seems probable that the $200 million special day care allocation under Title XX will not be continued. As this is currently the only 100% federal funding for day care (other than in S4), we would like to see the two tied together in some way either in the legislation itself or in interpretative statements. Senator Cranston's introductory statement on January 15 called attention to this problem and indicated his belief that it was adequately covered in the current draft. We would like to see it made somewhat more binding.

The need for this type of precision is apparent in Congressman Green's description on January 31 of his proposed bill introducing the Social Services Entitlement Amendments of 1979. While we agree fully with Mr. Green's bill (which we also supported last year), because of the need for greater funds for social services in general, we also feel that this bill will not necessarily meet the needs for more day care. For this reason, again we would like to see the two bills closely interrelated.

Position Paper of New York State Child Care Coordinating Council

Finally, we wish to support a number of provisions that have been developed with respect to Child Care in a position paper formulated by the New York State Child Care Coordinating Council. Although we disagree with the drafting of some of the provisions, we believe it is a generally useful statement and would like to have it included in the record as part of the testimony that we are submitting herewith.

CRL:jd

Carol R. Lubin, Executive Director
New York State Association of Settlement Houses and Neighborhood Centers,Inc
331 East 70th Street, New York, New York 10021
February 26, 1979

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TESTIMONY
of
NATIONAL CONFERENCE OF CATHOLIC CHARITIES
before
THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
COMMITTEE ON LABOR AND HUMAN RESOURCES
U. S. SENATE

THE CHILD CARE ACT OF 1979
(S. 4)

Presented by:
SITER ANDREA VAUGHAN
BOARD MEMBER
NATIONAL CONFERENCE OF CATHOLIC CHARITIES

My name is Sister Andrea Vaughan and I am a Daughter of Charity of St. Vincent de Paul, Director of Catholic Charities in the Diocese of Nashville, and a Board Member of the National Conference of Catholic Charities. I want to thank you Senator Cranston for inviting our Conference to testify on the "Child Care Act of 1979," and its proposals for improving child care services.

The Daughters of Charity of St. Vincent de Paul is one of the largest Orders of the Catholic Church. We operate health, education and welfare services throughout the world.

Until I was transferred to Nashville, I was the administrator for many years of the largest day care program in the State of Illinois, located in Chicago. We also successfully implemented the first infant day care program in that same city. I have thirty-seven years of experience as a teacher and as a social worker.

The National Conference of Catholic Charities serves about 1000 agencies, branch agencies and institutions throughout the United States. This network of service agencies is the largest non-governmental effort in the field of the human social services in our country. In efforts to support and strengthen family life, 25% of our agencies are involved in providing badly needed day care services.

I commend you Senator Cranston and the co-sponsors, Senators Williams, Riegle, McGovern and Javits, for the thoughtfulness, thoroughness, sensitivity and creativity of the provisions of S. 4, the Child Care Act of 1979.

We know well the importance of each of the points listed under the Act's Statement of Purpose. Your statistics confirm what all of us in the field have known for a long time. States are desperately in need of additional resources to expand and improve child care services. But merely a general increase in service dollars, without the means and resources to assess where the greatest gaps exist, to plan accordingly, to administratively and effectively coordinate service delivery, and, finally, to monitor and to evaluate quality, could be wasteful, duplicative and even harmful in the long run.

The need for a single state-wide coordinating and administrative mechanism is essential to assure the best use of all funds and programs presently available, and certainly for those that might become available in the future.

We would like to see specific support in this Act for the establishment of strong State Offices of Child Development, as the administrative coordinating mechanism for the delivery of an adequate child care service. We suggest that these State Offices of Child Development be totally separate from the state and local welfare agency. Federally subsidized child care must begin to be defined as an independent family support system, and should no longer be viewed mainly as a kind of backdoor supplement to A.F.D.C. and the Work Incentive program.

In many states, Offices of Child Development are already in operation. They have not always been given the resources and authority to accomplish the purposes for which they have been set up. What is sorely needed is aggressive national leadership, plus the resources and the specific creative incentives from the federal government to enable these state offices to carry out all of the purposes so well enunciated in Sec. 4 and Sec. 7 of this Act.

Under strengthened and cohesive Offices of Child Development, there could be brought under one administration all child care activities in each state, including Title XX and WIN (Work Incentive), day care, Headstart staff, training plans, and whatever new information and referral services are developed with the passage of this Act.

With further reference to the role of the States, as described in Sec. 4, we applaud the Act's thoroughness and detail. We especially endorse the emphasis on state licensing, which we firmly believe to be an essential minimal protection to ensure the safety and well-being of young and vulnerable children. We hope that the Act's basic requirement for effective state licensing will not be diluted by the acceptance of a registration process, particularly where day care *centers* are concerned. State licensing and regular monitoring of day care *centers* are absolutely essential to guarantee some consistency, at least, in the enforcement of minimum standards involving physical safety, health, nutrition, program quality, child/staff ratios, staff qualifications, competency and training.

Because some few states are moving toward a system of registration of day care homes, in place of licensing, waivers of the home licensing requirement might be permitted, but only in those states where the registration system includes a mandatory minimum of appropriate safeguards. Again, I want to stress that we do not consider any system of registration as an acceptable alternative to licensing of child care centers. The provisions of Sec. 7 designed to encourage all states to develop, improve or implement child care licensing programs are most commendable and constructive and should not be changed.

To streamline the administration, and make cost effective any licensing improvement grants under this Act, we would suggest that the Act provide, or at least recommend, that the total licensing function be part of each State's Office of Child Development, so that the licensing responsibility would also be part of a unified administrative system involving the planning, coordinating, monitoring and evaluating of programs designed to meet the needs of all the families and children who would benefit from quality child care, not just the poor, the marginally employed and the handicapped.

At this point, we would like to indicate how wise and thoughtful it is to include in the Act Sec. 3 which relates to the "Protection of Parental Rights." All of us in day care know that a hallmark of good child care fully involves the parents, and no group champions freedom of parental choice more ardently than day care advocates. We hope that the express guarantee of parental rights so well articulated in Sec. 3 will avert the kind of wild and irresponsible campaign against all government subsidized child care that was so maliciously and deliberately instigated at the time the Mondale-Brademas bills were before the Congress in 1975 and 1976.

The absence of a Family Service Component is one of our major concerns. This lack of emphasis on the significance of meaningful involvement and supportive services to the child's family bothers us greatly. Even though the proposed bill specifies an Information and Referral service to assist parents in securing child care services and there is some mention of supportive services, we are disappointed that service to the child's family is not highlighted. Children don't thrive in isolation in a day care setting. An integral part of any child care service is a strong component of service to the family.

We refer to more than information and referral and parent involvement traditionally envisioned. We would not like to discount the importance of these two features of the bill but they cannot be substitutes for more direct involvement of the family.

If we are serious about attacking the problem of family disintegration, we must offer a strong outreach component to these young families. Some of our earliest warning signs of family difficulty can be detected in a child care setting and some of our earliest measures to strengthen family life can be rallied most effectively as needed to prevent breakdown.

Such a component of service need not ever be perceived as intrusive but as a source of support to our young families who are so vulnerable in our complex society today.

Several groups presenting testimony on S. 4 have expressed concern that the bill does not contain more which might be supportive of strengthening family life than the direct provision of needed day care. We share that concern. But we have a deeper and broader concern.

While this is not directly germane to your current hearings, Mr. Chairman, we would like to comment briefly on a major concern of ours, which is germane to the jurisdiction of your subcommittee, about which we hope we can converse more seriously with you later this year. The fact that now, after its reorganization, the Department of Health, Education and Welfare does again have an Administration for Children, Youth and Families in the office of Human Development Service is fine. But it is deeply distressing that in that office there are actually no programs or no administrative unit directly addressing the problems of families or aimed at strengthening family life, and there is no family advocacy and no family research. Unlike the other components of the Administration for Children, Youth and Families which have program units, for families there is only an ad hoc internal task force. (See Appendix A.) It is disturbing to us that in the adoption of Title XX of the Social Security Act several years ago the only category of services that was completely subsumed under that title was services to strengthen family life (formerly contained in Title IV A). Indeed, even in Title XX the goal of strengthening family life was subsumed within a broader goal. The aging, the disabled, children and youth all have separate and distinct program authorizations and organizational units as well as being included in Title XX. Only "the family" lacks its advocacy and program unit in the federal administration.

We would hope that the current Administration, which has such a keen professed interest in family life, might have something to offer, and if you find out that it has plans for such we would be glad to learn of them. We would also like to request an opportunity to meet with you later in the year about some things which might appropriately be done to strengthen family life in addition to the provision of day care.

We are pleased with the provision for the establishment of State Advisory Panels. I can point to my experience in Illinois, which attested to the feasibility and tremendous value of such Advisory bodies, when broadly based, as is the one in Illinois. That Advisory Committee has played a leading role in prodding and stimulating its State Government to a recognition of, and a much greater (if still insufficient) responsiveness to that State's critical need for more and better child care.

We agree with all the provisions in Sec. 5 for establishing an appropriately representative federal panel, and trust it will furnish the same kind of creative stimulus on the national level that effective State Advisory Committees have been trying to provide locally.

Indeed, we support wholeheartedly and particularly Secs. 5(a)(1) and (2), which address the specific problem of "National Administration." Just as I believe we need a single administrative unit on the state level, so do we need a single "identifiable administrative unit.....to carry out the provisions of this Act and to coordinate other activities within HEW relating to child care."

A stronger administrative unit in HEW may, in the long run, result in significant bureaucratic cost savings, if the administration of all HEW's child care activities is finally synchronized under one head. Just as on the state level, we firmly believe that the administration of Title XX and WIN day care, Headstart, and all other federally subsidized child care should be uniformly administered in a single unit, and all of these grant and contract programs should be required to meet the same basic set of quality standards, now under review by the Secretary of HEW. These standards, as you know, are the Federal Interagency Day Care Requirements, commonly titled FIDCR.

That brings me to my one reservation with regard to Sec. 5. In view of the fact that HEW is already embarked on an intensive and expensive review, evaluation, and revision of the existing FIDCR, it seems to me to be unnecessarily repetitious and exceedingly wasteful to suggest that another set of standards be developed to be applied only to programs receiving funds under this Act. What the child care community does not need are several sets of federal standards. We do need one good and fair set, which we hope will be emerging from HEW's current review, and which should then be applicable to all the programs which the federal government now funds, or will fund in the future.

The National Panel, and the State Panels, envisioned by this Act, would be in place to watchdog the administration of these revised FIDCR and to make future recommendations, in an orderly way, to HEW for possible amendments and revisions, as conditions, experience, research and needs change our perspectives.

Moving from standards to funding, may I say here that my experience leads me to oppose including a vouchering system as a method of payment to providers. Existing contract and grant procedures allow the states sufficient flexibility to purchase care for all eligible families from a variety of providers, and I believe that system should be retained. The use of vouchers does not lend itself to the development of new programs, particularly in poor and deprived communities, where choices are limited or even non-existent, and are so unlike more affluent areas where a variety of options are available. Direct grants and contractual arrangements are the most effective means whereby the states are enabled to encourage and support the creation of new programs and services to meet the widely varying needs of diverse communities.

With regard to the payment of fees, and standards of eligibility, we agree with all the pertinent sections of this Act. The various segments of the child care community, of which I have intimate knowledge, and with which I share long experience, have consistently supported a sliding fee scale in accordance with a family's ability to pay. We are pleased that the Act prioritizes eligibility based on "family need, taking into account family income, family size, and the special needs of children from households with a single parent." It is constructive and eminently fair that the Act specifically provides "for the establishment of fee schedules based upon the services provided and on family income adjusted for family size."

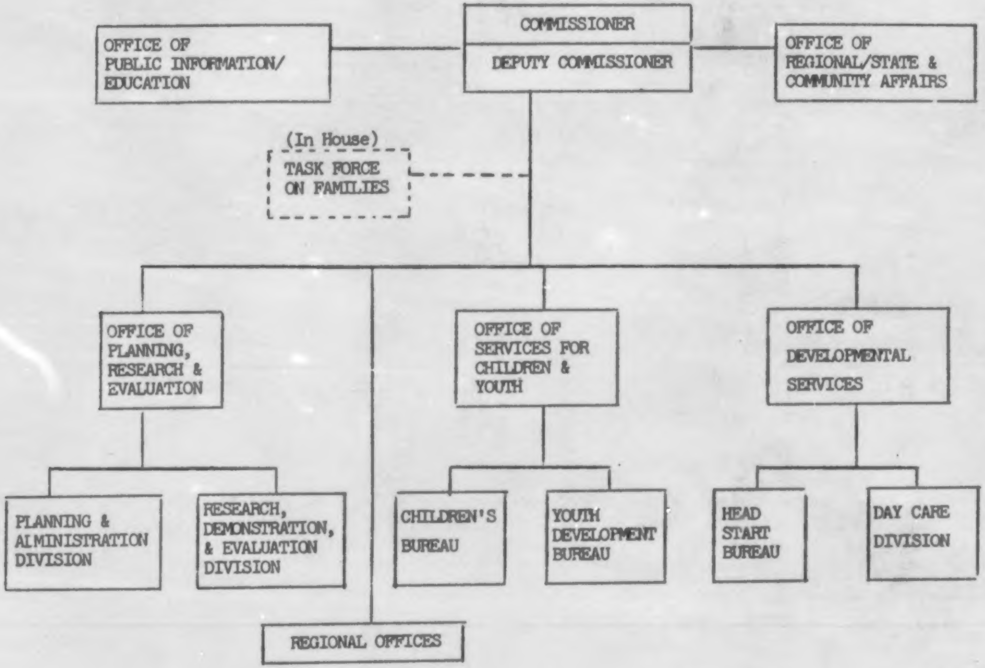
We would like to make one more point on the issue of funding. I strongly recommend strengthening Sec. 4(a)(11) under "State Activities," which, as written, merely asks the States to "provide assurances that funds received under this Act will be used to supplement, and not supplant, existing Federal funds used for the support of child care services and related programs." We urge that a more specific and mandatory maintenance of effort clause be added to Sec. 4(a)(11), in order to guarantee that any new funds appropriated under this Act will not be used to replace or refinance existing services and programs. States should be precluded from reducing their own fiscal commitment to child care, if they want to qualify for any new funding under this Act. We cannot go forward nationally while simultaneously moving backward at the state level and still hope to come out ahead. All levels of government, as well as the private sector, must at long last agree to increase our commitment to this nation's children.

There is one final issue of a policy nature which we believe your bill ought address, and that is the issue of funding proprietary day care, or profit making day care. We have long felt that most human services should be provided for through non-profit organizations. It is our belief that the kind of commitment to human worth and dignity we find in the non-profit part of the private sector makes a great contribution to strengthening the fabric of our society. We also believe that the non-profit sector will most consistently maintain quality and standards. While we can recognize the need for the provision of day care in the settings of some businesses, it seems to us that this may be a charge against business operation or met through contracts with the non-profit sector. We urge the subcommittee to give serious consideration to language which will prevent the development of a proprietary day care industry, wherein quality and standards may not ever be maintained. We have seen sufficient scandals in other programs not to have anxieties here.

In conclusion, we want the record to show how impressed we are by the overall exellence of S. 4, the Child Care Act of 1979. We believe that it addresses virtually all of the critical problems confronting child care in the United States today, and it proves beyond doubt that the crisis in child care will continue unabated, until Congress and the President act favorably on this vitally important piece of legislation.

God bless you and, on behalf of the National Conference of Catholic Charities, I thank you for inviting us to present our views.

ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES


COMMISSIONER
DEPUTY COMMISSIONER
OFFICE OF PUBLIC INFORMATION/ EDUCATION
OFFICE OF REGIONAL/STATE & COMMUNITY AFFAIRS
(In House)
TASK FORCE ON FAMILIES
OFFICE OF PLANNING, RESEARCH & EVALUATION
OFFICE OF SERVICES FOR CHILDREN & YOUTH
OFFICE OF DEVELOPMENTAL SERVICES
PLANNING & ADMINISTRATION DIVISION
RESEARCH, DEMONSTRATION, & EVALUATION DIVISION
CHILDREN'S BUREAU
YOUTH DEVELOPMENT BUREAU
HEAD START BUREAU
DAY CARE DIVISION
REGIONAL OFFICES

APPENDIX A

STATEMENT OF

THE WASHINGTON TEACHERS' UNION, LOCAL #6
AMERICAN FEDERATION OF TEACHERS, AFL-CIO

ON THE

CHILD CARE ACT OF 1979

BEFORE THE

SUBCOMMITTEE ON CHILD AND HUMAN
DEVELOPMENT OF THE U.S. SENATE

Delivered by: Mr. William H. Simons
President

Accompanied by: Mr. Charles R. Braxton
Legislative Representative

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... L. COBB
...resident Sr. High

...M I. STEWART
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...N T. JACKSON
...resident Special Services

...RS-AT-LARGE

...TARY

...ORE H. GLOSTER
... K. NELSON
...RES D. SMITH
...N S. THOMPSON

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... R. CANNON
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March 20, 1979

Honorable Alan Cranston
Chairman
Subcommittee on Child and Human Development
U. S. Senate
Washington, D. C.

Dear Chairman Cranston:

Mr. Chairman and members of the Committee, the Washington Teachers' Union urges approval by the Senate of Bill S-4. Entitled the Child Care Act of 1979, this Union is particularly persuaded that the legislation fulfills an enormous need and that it is workable.

By way of identification with the Union's position of support, I am William H. Simons, President of this more than 5000 teaching members organization. In addition to public school teachers, the Union membership includes staff employees of day care centers in Washington, D.C. Our offices are located at 2101 L Street, N.W., Suite 905.

Mr. Chairman, this organization does not have a long history of familiarity with the complexities of day services, their delivery and administration. However, experiences with school-aged pupils and the growing educational difficulties indicates to us that expansion of day care center services would contribute significantly to the educational progress during the later school years. Certainly, the list of witness is impressive. They are to be regarded as virtual authorities in this undertaking. And, I regard it appropriate to endorse the legislation, not only to impact on the initial educational experience for our children, but also, to more effectively prepare them for their emergence from the educational system as a valued educational product.

The Chairman's statement on the Senate floor January 15, 1979 adequately addressed the demand factor from the perspective of an employed parent or parents. That data is not only supported by the documentation provided. It is grounded in logic. I think it appropriate to make such a statement inasmuch as some media columnists would strain their versitality by enunciating observations without the enriching experience in the subject.

Be that as it may, we suggest to you that benefits to the child are potentially positive. Currently, the major emphasis on child care centers are children of those families receiving some form of public assistance. Generally, the purpose is to provide such services as a resource for training or employment of employable parents. Under such condition, day care represented in earlier days little more than custody of the child. In recent years, however, day care services have grown to the level of expectation and practice of educating these pupils in what is authoritively designated as the "formative years." This observation is particularly important and applicable to Sec. 2 (a)(4),(5),(7), and (8) of S-4. Sec. 2(a)(6) represents the key causative factor which the Bill addresses ...bringing within the reach of a parent or parents, child care services not presently affordable. That, basically, distinguishes the day care service provision now available from the substance of the legislation before you.

The burden of our argument falls upon demand other than assistance to welfare recipients and other than increasing resources for employability. Where the lack of child care services leaves young children without ways and meanings of alternative value systems. Without such experiences, the easy and adverse alternatives arise (Sec. (2)(a)(5). In other words, the present day concept of day care program perceives the creation of a positive environment in the child's formative years which provides an experience to be drawn upon in the later years.

Reading Thomas Sowell's response in the great I.Q. debate, I suggest that the aforementioned premise is valid. In his study as related (N. Y. Times 3-27-77) he finds the following:

> "There is considerable evidence of greater resistance to environmental influences among females from all races and classes. Infant mortality, for instance, is always higher among boys than girls, in every social class and in every culture. Epidemics kill a higher proportion of men than women. The death rate among survivors of the nuclear blasts at Hiroshima and Nagasaki was higher among men than women. Indeed, this pattern extends not only across the human race but among mammals in general.
>
> If differences in mental-test performance between the sexes are simply part of the general, biological pattern of greater female resistance to environmental forces, it has weighty implications. It is an important piece of evidence that a low IQ is an environmental phenomenon which is why males are more affected by it. No alternative theory seems to explain (why) this difference..."

The relevance of this finding as expressed is that a positive environment does possess the capacity to affect IQ or by extrapolation, behavior patterns or value systems.

Further, another finding reported in the publication "Public Interest" Volumn 49 No. 4 by the National Child Care Consumer Study is to the effect that "Day care experience may attenuate the decline in test scores typically associated with high risk population after 18 months of age." The additional finding after a follow-up review suggests that "...other children enrolled in the same (day care) program found lessening for the need for special education or repeated grades." Moreover, Shiela Komerman and Alfred J. Kahn conclude in the Public Interest publication, "It is also worth noting that, contrary to some recent analysis, most mothers -- and especially most working mothers -- want more than just a baby sitting arrangement when they seek child care. This preference for an educational-developmental program shows up in the attitudes expressed in surveys, in the existing utilization patterns and in the positive correlation between the education of the mothers and the enrollment of children in nursery school. Given the trend toward increased education for young women, it seems very likely that the future will bring still greater pressure for expansion of preprimary programs."

There is much more that could be offered in support of day care beyond providing employment options or alternative to poor families. But, the theme of this presentation widens the universe of those to be served. More than that, hopefully, we have raised considerations for benefits to not only the poor, the marginally compensated or even inadequately higher income parents. The larger implication we believe is for enhancing the potential for our society by investing and caring Deeply about the environmental setting for the children. Where day care services serve, in the formative years, this purpose the funding represents presents an investment in a future society. That future society may well rest upon the insight the Senate brings to this measure now.

Thank you, Mr. Chairman and members of the subcommittee, for the opportunity for these observations to be included in the record.

Respectfully,

William H. Simons

William H. Simons
President

WHS:CRB:gd

Statement of Joan Masters, Legislation Research Chairman, the Guardians of Traditional Education of Prince George's County, Maryland

Members of the sub-committee on Child and Human Development, my name is Joan Masters and I am the Legislation Research Chairman of The Guardians of Traditional Education of Prince George's County, Maryland.

In Senator Cranston's introductory remarks concerning his sponsorship of S 4, The Child Care Act of 1979, entered in the January 15th Congressional Record, he states, "(T)his bill is the culmination of more than 2 years of work in developing federal legislation in this area". We respectfully suggest to the Senator that federal legislation for the government funding of universal Day Care has been with us since at least 1971 when then President Nixon vetoed a similar bill after it had passed both Houses of Congress. At that time, in his veto message the president called the legislation "a long leap into the dark", remarking that such a comprehensive, federally-funded experiment into nation-wide Child Care and Development should only be enacted with public approval after "a great national debate". We would like to further suggest to the Senator from California that the four hearings held before this present bill was written hardly constitute a great national debate, especially if one scans the list of vested interest groups testifying on behalf of universal Day Care at those hearings.

Such organizations as the Children's Defense Fund, The Child Welfare League and The Day Care and Child Development Council of America, and their like, are surely less than objective and have been known to advocate federal involvement in child rearing in the past. Nothing in their literature leads us to believe that they still do not embrace the philosophic concept that the government somehow has a right to involve itself in that most basic, God-given privilege of the family unit - the nurture of offspring - which has always been, traditionally, an area tabo to outside interference. It is well known at the grass-roots level that these self-appointed, so-called child "advocates", in league with others of their kind in the field of education and women's "liberation", have been responsible for other pieces of federal legislation that invade the privacy of the family and are detrimental to the rights of parents. At a time when the statistics tell us that the stability of the American family is in deep trouble we do not need, nor do we want, further government interference in our lives. The most practical and humane "help" the federal, State and local governments could give to all working mothers would be to reduce taxes, balance their respective budgets and curb inflation by cutting public spending. For public officials to continually cater to the whims of a small group of hard core "feminists", whose ridiculous rhetoric is always laced with such expressions as "sexist oppression" and "male domination" and the like, will only erode the family further, not shore it up. This so-called liberation foolishness has finally been exposed as the fraud it is by sociology professor Brigitte Berger of Long Island University, in her excellent essay on American women. (see attachment #1) After pointing out that the "recent avalanche of publications on the 'women's question' .... dismisses all arguments that do not fit in with current dogma", Prof. Berger goes on to say,

> "...In other words, the freest society the world has yet known is judged to be oppressive; the economic system, of whose fruits women have been the chief beneficiaries, is held to be obstructive; the extraordinary tolerance that characterizes pluralist American society is pronounced a 'myth'. What is one to make of the fact that these judgements - flying in the face of all observed reality - have by now become part of the common currency, so much taken for granted they are scarcely argued anymore?"

We can only hope that every Congressman and woman, who has ever been badgered in the past, or is now being badgered, by these small, loud cliques of "feminists" will take the time to read, and savor, Prof. Berger's enlightened essay. It is way past the time that the "common currency" once more becomes "observed reality" and not just the ranting propaganda of a few malcontents, who no more represent the country's wives and mothers than Bela Abzug represents the American working woman.

As for Senate Bill 4, itself, it is not hard to visualize The Child Care Act of 1979 as being the beginning of the "boldest and most far-reaching scheme ever advanced for the

Sovietization of American youth", as syndicated columnist James J. Kilpatrick has described such legislation in the past. It now seems that Mr. Kilpatrick may have been more far-seeing than even he realized when he wrote those words. There seems little doubt that American educators and child care "specialists" fully intend to emulate the Soviet day care system, as is seen in just one example of the many we have to choose from. We have in front of us an article taken from the Los Angeles Times of November 9, 1978, captioned MASS SYSTEM FREES MILLIONS OF MOTHERS: U.S. EDUCATORS STUDY SOVIET CHILD CARE. (see attachment #2) The article in question is datelined MOSCOW (AP) and describes, in glowing terms, what a group of visiting American educators found as it investigated the Soviet government-run day care centers in communist Russia. The first paragraph of the TIMES' story begins, "On any particular day of the week, at any particular time of the day, it is possible to look at a schedule and know what almost every 4 year old in the Soviet Union is doing". The reason for this regimentation is evident when one understands that in this totalitarian society everyone, including mothers of the very young, must work - not to work in the USSR is considered a crime and is labeled parasite-ism. As the Soviet centers contain nurseries that accommodate babies from two months to seven years old it is apparent that Russian mothers are not encouraged to nurture their new borns for more than eight weeks after birth before turning them over to the Soviet "upbringers", the name given to child care "specialists" who are trained at State Institutes of Preschool Education. And not only are these infants removed from their mothers' care and turned over to the "upbringers", but the poor, harassed, working mother is expected to follow a government prescribed regimen for her child when it is returned for the few hours remaining of the evening. She is told to consult the Soviet Ministry of Education document called PROGRAM OF CHILD REARING IN KINDERGARTENS and conform to such instructions as "6:25 p.m. supper, 6:45 p.m. playtime, 7 p.m. walk, 9 p.m. to bed", etc. We can't help but wonder what economic, or even physical, punishment would lie in store for the dear mother whose youngster reported to his "upbringer" that included in the evening schedule was an 8:45 p.m. prayer to his Heavenly Father. As child "development" in totalitarian societies is known to involve Sensitivity Training techniques such as self-confession and criticism of family and friends, that mother could hardly escape being eventually exposed by her own child. Explaining the program of Soviet day care, Professor Janice Gibson of the University of Pittsburgh is quoted in the TIMES' article thus, "The U.S.S.R. is the first country with a mass centrally controlled pre-school program available to all and designed to affect personality..." Prof. Gibson does not go on to explain what is meant by "designed to affect personality", but it is obvious that once interned in the Soviet child care center and later in the government-run schools Russia's young people are molded to conform physically, mentally and politically to the Communist Party's standards. That so few Soviet adults become dissidents within this oppresive system is just further proof that this 'master plan' for human control, beginning at two months of age, is very efficient, indeed. Now one might argue that none of our good, freedom-loving, American Congressmen have any such scheme in mind; that their only concern is providing universal day care for the children of working mothers, a few of whom may have difficulty making private arrangements for the care of their children. But we would remind this committee that while Congress is supposedly the primary law-making Body in the country, in the end it is the appointed bureaucrats in the administration's agencies who promulgate the final rules and regulations and enforce the Public Law. It is no secret at the grass-roots level, where all the federally-funded education and family services programs eventually come to fruition, that a great deal of the already passed, good intentioned legislation, meant to "help" children and their families, has, instead, invaded the privacy of the home and eroded parental rights, while doing little, if anything, to aid anyone, with the exception of those educationists and social service workers whose salaries consume the lion's share of the federal grants. If it is the intention of Congress to merely surreptitiously fund a great body of unemployed, over-educated professionals in the field of education and the behavioral sciences would it not be more honest to pass a bill titled THE PROFESSIONAL'S WELFARE ACT OF 1979? That way these out-of-work

Planners and Social Engineers, who cannot find jobs in the private sector, would be maintained at government expense while, at the same time, they were admonished to leave the American family alone. This suggestion is not given facetiously, but in all seriousness. The Guardians of Traditional Education is in close contact with a network of parental and citizens' groups in 50 states and we can guarantee the members of this committee that there is not one of those groups which would not gladly support such a bill if it meant removing the social manipulators from our lives and our homes forever.

In conclusion, gentlemen, we ask that you vote NO on the Child Care Act of 1979.

[Please note! Additional material submitted may be found in the files of the Subcommittee.]

DR. R. E. WILSON
PRACTICE LIMITED TO PEDIATRICS
6213 - TENTH AVENUE
KENOSHA, WISCONSIN

March 15, 1979

Testimony submitted on Senate Bill 4 ,The Child Care Act of 1979, submitted to the Senate subcommittee on Child and Human Development of the Senate Committee on Human Resources, to be enetred in the published hearing record, March 20,1979.

As a parent, practicing child specialist and an elected member of the Kenosha Public School Board I would like to register my concerns with the Government becoming involved with the FAMILY as proposed in S4. The increase in taxes will force more parents, mothers especially , to leave home and go to work. As a pediatrician I believe the ideal place for a mother is in the home with her small children whenever possible.

As a school board member I have experienced the frustration of having to deal with well intentioned programs for children from the Federal level and believe me in many cases the results are counterproductive at best. Please note that this frustration is not just my own. Recently our Wisconsin Association of School Boards met in Convention in Milwaukee and voted a moratorium on acceptance of any more Federal programs until we can evaluate those with which we are already involved.I urge you to halt any further action on S4.

Respectfully, R.E.W.

R.E. Wilson, M.D.

Kenoshans Concerned For Their Schools

President
Jil Wilson
6706 - 3rd Avenue
Kenosha, Wisconsin 53140

March 15, 1979

Jil Wilson , co-founder of PARENTS (People of America Responding to Educational Needs in Today's Society)
6706 3rd Ave.
Kenosha, Wis. 53140

Testimony submitted on Senate Bill #4, The Child Care Act of 1979, submitted to the Senate subcommittee on Child and Human Development of the Senate Committee on Human Resources, to be entered in the published hearing record, March 20, 1979.

I would like to establish my active concern in the area of services to children. *See attachment #1 I have been asked to be part of the latest edition of Who's Who of Women of the world. This recognition is the result of my efforts of dealing with children and parents. I help operate a national legislative alert system on a national basis dealing with issues that affect families.

I urge you to reject the 1979 Child Care Act because of the EXPENSE involved. This will be funded with taxpayer's money and the burden is already intolerable. We in Wisconsin have been fortunate to be represented in the Congress by Senator Gaylord Nelson who has recognised the intolerable expense involved in this type of legislation . * See attachemnt #2 letter from Sen. Nelson As Senator Nelson's letter points out this type of legislation has received some unreliable criticism in the past but the true criticism is still valid. Note * Attachment #3 . Attachment number three is an editorial from the Racine, Wisconsin newspaper , the Journal Times, titled Foes distort Child Act, but it's still a bad bill. A concluding paragraph in this editorial sums up the situation by saying, The bill would establish another huge bureacracy at a time when ways should be sought to reduce,not add,to the federal budget." Public sentiment towards this bill has always been negative as seen in many letters to the editors. I include attachment #4 , a recent article from the Kenosha News opposing this 1979 version of the Child Care Act.

With all due respect I feel that parents are saying that they do not want to commit their children to the care of bureaucrats supervised by HEW in Washington. The FAMILY IS AN INAPPROPRIATE AREA FOR FEDERAL INVOLVEMENT.

Yes, we do in some circumstances need good child care services, but if you notice attachment #1 , my bibliography, you will see that I was active in the formation of a parent's co-operative child center and we did this LOCALLY and at a Minimum expense. Our only expense is for the one hired professional teacher and supplies. The rest of the operation is manned by the child's parent on a rotation schedule which allows for working parents to also participate in the operation. This also gives the parent and child more time together just having fun, thus strengthening the FAMILY but it also gives the individuals involved the right to control their own program and a sense of special dignity. This can be done to meet the needs without the expense of a national expensive and controlling program.

If this program is instituted the additional expense to the taxpayer will force even more parents to have to join the work force to meet tax payments and the result will be counterproductive.

Yes, have sympathy for the American Family and recognize that these needs can be met at the local level quite economically with the control at the local level and since this does not involve additional federal monies this could also mean mother could stay home with her young children in more cases.

Thank you,

Additional material submitted is in subcommittee files

To support parental and family rights, insure local autonomy of public schools and to emphasize the teaching of traditional basic skills

AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS

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March 1, 1979

Honorable Alan Cranston, Chairman
Subcommittee on Child and
Human Development
Senate Human Resources Committee
United States Senate
4230 Dirksen Building
Washington, D.C. 20510

Dear Mr. Chairman:

The AFL-CIO commends you for the sustained concern you have demonstrated on behalf of children. We join you in support of the achievement of a Federal commitment to a system of quality care for children.

The AFL-CIO has long advocated that a national system of universally available child care services be developed for the children in two-parent families where both parents are absent for parts of the day due to employment, for children of single parents who could be gainfully employed if adequate child care were available, and for the millions of disadvantaged children where the mother is in the home but could benefit from child care services.

We would like to submit the following comments for the record of your subcommittee hearings on the Child Care Act of 1969 (S. 4). The AFL-CIO strongly supports the recognition implicit in S. 4 of the severe and expanding need for adequate care of those children whose mothers are working out of the home. A majority of mothers in this country are now in the labor force - all facing the same problem of how to provide for their children while they are away from home.

Only a small percentage of mothers are able to get good licensed care for their children which meets Federal standards. The rest are forced to face the never ending uncertainty of making arrangements with a changing group of sitters, or with relatives, leaving their children in custodial parking lots, or even worse in self-care. We applaud the move away from using the provision of day care only as a means of getting mothers off of welfare but leaving the children ineligible for care at the point the mother begins earning an adequate income. We also endorse the concept of priority being given on the basis of the child's and family's need for care.

We support the emphasis in S. 4 given to the need to provide the states with the capacity to identify, assess, and coordinate existing child care and services programs. Because the severe need for quality child care has so long been neglected at the Federal level in any comprehensive way, a variety of scattered efforts have attempted to respond to the need on the local level.

Thousands of children have received beneficial, high-quality services from programs developed by labor unions, parent cooperatives, church groups and local community organizations as well as many others funded by a combination of money from Title XX of the Social Security Act and state budgets. Such efforts should be continued and strengthened as is provided for in your bill.

These are major and important provisions of the bill which we heartily support. There are other aspects of the proposal which we feel need some revision.

We are seriously concerned about the absence of Federal standards in the Child Care Act of 1979. Section 5(c)(1), provides that one year after the enactment of S. 4, the HEW Secretary along with the National Advisory Panel will embark on what could be another ten-year process of developing Federal standards. This does not represent an adequate assurance that the Child Care Act of 1979 will facilitate quality care of children. Although we share your impatience with actuating the final approval of the 1968 Federal Interagency Day Care Requirements, any national child care program must require compliance with these standards.

We strongly urge that S. 4 permit only public and nonprofit groups to participate in the program. The AFL-CIO Executive Council has repeatedly taken a position against profitmaking organizations having a role in the p provision of human services. Upon continuing examination of the sorry performance of the proprietaries in the nursing home, health care, and education fields, we reiterate our strong opposition to the involvement of profit-making entrepreneurs in the field of child care. Leaving the door open to big business to serve as providers could negate other laudable provisions in S. 4 such as effective parent involvement, public accountability, and the goal of high-quality care. Profitmakers were excluded from providing day care under Head Start. They should continue to be excluded in any new child care programs.

The AFL-CIO is convinced that Section 4(a)(3)(B), providing for the distribution of vouchers to be used by parents to purchase child care, is totally inconsistent with the stated purpose of assuring that children receive quality care under the bill. The national experience with the misuse of vouchers in the field of public education has taught us that under such an arrangement it is difficult, if not impossible, to monitor the quality and continuity of the program and to insure against the proliferation of inadequate facilities.

An additional area of our concern is the organization of the national program the bill would create. S. 4 encourages the states to distribute Federal funds to the "maximum extent feasible" to a wide variety of providers in the community. Those eligible would presumably include governmental units at the state-county-city and neighborhood level as well as public schools, health departments, welfare departments, and other public and private bodies. We recognize that supporters of this method feel that a variety of types of sponsors are better able to respond to the varying needs of children and families needing the service.

The AFL-CIO hopes that consideration might be given to the view that this multi-sponsor approach encourages competition for Federal money between all units of government as well as public and private organizations and could result in child care becoming more a matter of political patronage than of sound planning directed to the needs of children and families. We feel that such competition for child care funds would be wasteful and non-responsive to consumer needs. Instead, we advocate sponsorship by a more unified, better organized delivery system which would have the responsibility for planning programs, monitoring the quality and enforcing the standards required by the Act such as the public education system does in your home state of California.

Attached to this letter is a statement of the AFL-CIO Executive Council setting forth the major features we favor in child care legislation.

In summary, we support your efforts to begin to build a comprehensive system of child care services for the millions of American children who so desperately need them. We are ready to work with you to make those improvements which we feel are essential to create such a comprehensive system.

Sincerely,

Kenneth Young

Kenneth Young, Director
DEPARTMENT OF LEGISLATION

Statement by the AFL-CIO Executive Council

on

Early Childhood Education and Child Care Program

Washington, D.C.
May 6, 1975

The unmet need for child care is greater today than it has ever been because large and growing numbers of women have to work. They are being forced to leave their children without the care and attention they need. Other mothers, on public assistance, want jobs but cannot find adequate child care.

The statistics clearly show the growing nature of the problem:

--From 1948 to 1973, the percentage of working mothers grew from 18% to 44%.

--26 million children (6 million under 6 years old) have working mothers.

--12 million children live in female-headed households where the median income is $6,195 if the mother works and $3,760 if she does not.

--5 million children live in single parent families where the parent is in the labor force and out of the home.

During this time of massive and still rising unemployment and continuing inflation, the family's real dollar shrinks. As husbands become unemployed, wives seek to replace their income. But to work, they must find decent care for their children.

More mothers are constantly entering the labor force and many more need and want work. But lack of adequate child care poses a major problem to all of them. In addition, millions of disadvantaged children, whose mothers are home, could benefit from child care services. There are 5 million children under 6 years of age in poor and near-poor families, many of whom could benefit greatly from child care services.

Poor, working poor, lower-middle class, and middle-class women all face the same problem. In increasing numbers, they must work. Only a small percentage are able to get good licensed care for their children which meets Federal standards. The rest are forced to face the never-ending nightmare of making arrangements with a changing group of sitters or with relatives, or leaving their children in custodial parking lots, or even worse, alone, in "self-care."

By any measurement, the nation lacks a comprehensive system of quality child care services to meet these needs. Some local efforts in the child care field have been undertaken over the years with some success. Thousands of children have received beneficial, high-quality services from programs developed by labor unions, parent cooperatives, and local community organizations and church groups. Such programs fill an important need in the communities they serve. These programs, like the excellent centers operated by a number of AFL-CIO affiliates, should be encouraged and continued.

But these scattered efforts, however worthwhile, are clearly far from enough. The only real answer is a massive Federal commitment to the provision of early childhood development and day care in communities throughout the country for all children who need these services.

Prime sponsors must be responsible elected officials. The AFL-CIO believes that there is great merit in giving the public school systems this prime sponsorship role.

In most communities, the school system would be the appropriate prime sponsor of the child care and early childhood development program, with the responsibility for planning programs, distributing funds and monitoring programs. Where the school system is unwilling or unable to undertake this responsibility in accordance with Federal standards, some other appropriate public or non-profit community organization should be eligible.

Even where the public school systems are the prime sponsor, all of the services need not actually be offered in public school facilities. For instance, communities may want in-home child care, family and group day care homes for children who are too young or not ready for large school facilities as well as special services for the emotionally and physically handicapped which may be offered outside the educational system. We support the expansion of these diversified services by educational systems or by any alternative sponsor as they administer these programs.

Only public and non-profit groups should be permitted to participate in the program. There is no legitimate role for profit-making entrepreneurs in child care programs. The sorry record of profit-making organizations in the provision of human services, especially in the nursing home, health care and education fields, has led the AFL-CIO to strongly oppose any involvement of profit-makers in human services programs. Profit-makers were excluded from providing day care under Head Start. They should continue to be excluded in any new early childhood and day care programs.

To meet America's need for a high quality early childhood education and child care program, the AFL-CIO calls upon the Congress to enact legislation that includes the following elements:

1. Achievement as rapidly as possible of the goal of free, high-quality comprehensive early childhood education and child care services for all children who need them. Since the program will necessarily require a period of time to get fully underway, gradually increased funds should be provided toward earliest achievement of this goal.

2. Coordination by the prime sponsor of a range of programs, including health, nutrition, counseling and other necessary support services and child care in a variety of settings including family and group day care homes.

3. Use of the public school systems as the presumed prime sponsors, wherever they are prepared to undertake quality programs meeting Federal requirements.

4. Insistence that all services must meet Federal requirements and standards as well as all local school and facility codes and laws.

5. Denying profit-making operators eligibility to receive Federal funds.

6. Declare existing public and private non-profit programs that meet Federal requirements, eligible to receive funds.

7. Provide for effective parent involvement in these programs, since they are programs parents voluntarily choose.

8. Require that all construction, renovation and repair undertaken under the program must conform to the prevailing wage standards of the Davis-Bacon Act.

9. Provide for training, re-training and in-service training of professional and paraprofessional staff.

10. Provide full protection of the job rights and employment conditions of workers in child care programs.

Statement of the National Association of State Directors of Child Development

The National Association of State Directors of Child Development consists of those individuals at the state level who have been assigned responsibility for planning and coordinating programs and services for children and their families. During the past decade, the states have sought to improve the overall service delivery system through the establishment of planning/coordinating mechanisms, typically referred to as state offices of child development.

The functions of these offices includes, in most cases, the planning of child and family services on the basis of needs assessment data and the recommendations of state advisory councils and, second, the coordination of the many publicly funded programs and services available to meet the needs of children and families. Planning activities have required a variety of skills related to the collection of information for needs assessment purposes, for evaluation and monitoring purposes, etc., and skills required to assist with the establishment of priorities within the service delivery system. The coordination function also requires important skills -- the development of resource inventories (information on existing programs/services designed to serve children and families) and the ability to establish viable working relationships with a variety of state agencies and departments.

Because of the complexities of these tasks, the directors of these newly established agencies joined together to form their own national organization, the National Association of State Directors of Child Development (NASDCD). Its primary function is to serve as a source of information and assistance for its members, providing a forum for discussion and a mechanism for sharing information and successful practices among its members. It has also served as a spokesman for the states in addressing national policy issues in the area of early childhood development.

* * *

The foregoing information is included here to clarify our organizational interest in the area of child development and to describe the nature of NASDCD involvement in this area. Our organization has been deeply committed to improving the planning and coordination of services for children and families and we, therefore, commend the provisions of S4, the Child Care Act of 1979.

The emphasis in this bill on a strong state role, and on the coordination of child and family services at the state level, is very much attuned to past and ongoing developments in the states. In 1975, NASDCD provided written testimony to the concerned Congressional committees with respect to the Child and Family Services Act, pointing to the importance of the state role in providing for an effective and efficient delivery system for child and family services. It was apparent then that states were making dramatic progress in this area and that any major program that bypassed them could only serve to undermine their efforts and to weaken an already overburdened and fragmented delivery system.

The provisions of the Child Care Act of 1979 will reinforce the progress that has already been made at the state level and will strengthen ongoing efforts to further improve the coordination and planning of children's services. When federal legislation supports planning and coordination, as S4 does, it greatly strengthens the work of those who are involved in developing a comprehensive and coordinated state plan for child and family services that can be effectively implemented.

The provisions of S4 will help states upgrade their present licensing systems and that, too, will be highly beneficial. Licensing is typically controversial -- proposed changes in licensing provisions at the state level are normally the eye of a storm. Improvements come slowly and only after lengthy debate. The provision of federal funds to help states upgrade their licensing provisions will serve as an incentive for greater and faster improvement.

It should be mentioned here that the members of NASDCD have been actively involved in helping states improve their licensing procedures. Some states such as, for example, Vermont, have adopted highly successful practices designed to go farther than simply assuring that child care facilities meet minimum level standards. In these states, the licensing agency has provided different types of assistance designed to encourage self-evaluation and steady progress toward creating a healthy growing and learning environment for children and increasingly professional, career-oriented child care providers.

Thus, while licensing improvements are often difficult of achievement (particularly when available child care is extremely limited in terms of demand) there is a growing body of information available that can help to bring about major improvements in a relatively short period of time. If the provision of federal assistance for day care is tied to meeting state licensing requirements, and if federal incentives are provided to upgrade those requirements, dramatic progress is highly probable. Progress of this nature will be directly beneficial to all children in licensed child care facilities -- not just those children assisted by the federal government.

The provisions of the bill that relate to needs assessment are also commendable. Again, some states have made great strides in developing and refining the needs assessment process (for example, Idaho, Texas and North Carolina). Approaches have been developed for identifying a wide variety of needs within a state, particularly when a coordinative/planning mechanism is in place that facilitates the sharing of information between state departments/agencies and, also, joint planning between them. The refinement and improvement of state needs assessment activity is also a concern of NASDCD, and many of its members are nationally recognized experts in this area.

The bill's emphasis on giving special consideration to those facilities that provide care for special needs children and for a mixture of children from different economic backgrounds has been a long-standing goal of our organization. The tendency in this country to provide segregated child care facilities -- publicly supported facilities for low-income, disadvantaged children -- is antithetical to all of our efforts to desegregate schools, to mainstream the handicapped, to, in general terms, provide for equal opportunity for all children. Every effort must be made to assure that child care facilities also include in their enrollments a diversified mix of children, including a percentage of children who have special needs.

Finally, we would like to commend those provisions in the bill that would result in parent/public involvement in the planning of children's services. Again, our organization has consistently emphasized the necessity of widespread involvement of the groups listed in the bill (parents, child care providers and professionals in the field of child development) as essential to the development of effective and realistic plans at all levels of government.

The remaining provisions of the bill are timely and appropriate. Our membership has expressed some reservations with respect to the use of vouchers in that there may not be adequate licensed facilities available in some areas from which parents may choose the arrangement best suited to meeting their needs. Thus the use of vouchers should be limited, at least initially, with other forms of payments permitted.

The provisions of S4, if fully implemented, would result in major improvements in the delivery of services and in the lives of children and their families. At a time when the need for child care is critical, it is commendable that the bill does not deliberately discourage the provision of services by any qualified provider -- whether they are in a public school setting or a for-profit center -- if they are willing and able to provide quality child care. The emphasis on the professional development of child care providers is appropriate and needed.

Conceptually, the bill is exemplary and it has our support. The bill has provided for, in a sense, an idealized approach to the provision of child care and, although some aspects of the bill may be costly, costs can be held to reasonable levels.

For example, at the state level, it can be costly to conduct an adequate and sophisticated needs assessment, and to maintain necessary evaluation data as a plan is being implemented. Similarly, it can be extremely expensive to provide an adequate program of professional development, statewide, for child care providers. Because of limited resources, states have found cost effective ways of conducting needs assessments, sometimes with the help of volunteers, and of providing staff development programs through the creative use of television and through cooperative agreements with postsecondary institutions. The fact remains, however, that significant costs are involved. It will be necessary to review some of these costs when funding levels are under discussion to assure that an appropriate balance is struck between improving the delivery of services, on the one hand, and providing urgently needed child care services on the other so that legislated requirements are reasonable in terms of total expenditure levels.

The Child Care Act of 1979 represents many years of debate and thoughtful reflection. Federal assistance for child care is of utmost importance and this particular form of assistance -- to low, or middle income working parents -- is critical in both economic and human terms. The fact that the provisions would also serve to strengthen and improve the existing delivery of all child and family services is an impressive added argument for its enactment. We fully support thr provisions of S4 and commend its sponsors for introducing an important and urgently needed legislative proposal.

Senator CRANSTON. The hearing is adjourned.

[Whereupon, at 1 p.m., the subcommittee adjourned, subject to the call of the Chair.]

APPENDIX

I. ADDITIONAL STATEMENTS

II. CORRESPONDENCE

III. ARTICLES AND RESOURCE MATERIALS

I. Additional Statements

CITIZENS FOR EDUCATIONAL FREEDOM

SUITE 844 WASHINGTON BUILDING • 15TH STREET & NEW YORK AVE., N.W. • WASHINGTON, D.C. 20005
TELEPHONE: AREA CODE 202-[illegible]

SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
CHILD CARE ACT OF 1979

S. 4

I am Robert E. Baldwin, Executive Director of Citizens for Educational Freedom. We would like to thank the Committee for the opportunity to present this testimony.

Citizens for Educational Freedom is an organization concerned with the education of our children and our abilities to determine what that education will be. As parents of public school children we are concerned about the lack of parental control in the educational process. As parents of nongovernment school children we are concerend about the inequities in the funding of educational dollars and an attempt by various branches of government to control the internal operations of these schools as they do the "local" public school.

ECONOMIC BENEFITS

One of the primary reasons for the proposal before us is to provide for better accessibility for parents to child-care facilities. The means to accomplish this include massive Federal funding, with benefits to the poor, and the starting of many new centers.

There is probably great truth in the notion that there are children in this Nation that are left home alone because both parents must work or in a single parent family that the one parent must work. This is a great concern of CEF, however, we feel that this solution to the problem may bring about other problems far more serious than these. It is felt that these problems could be better solved with less cost to the American taxpayer, less control by the governments at the State and Federal level and with no additional bureaucracy.

In order to accompolish the economic goals of this provision, S.4 establishes a bureaucracy at the Federal level, a bureaucracy at the State level, elaborate requirements and restrictions to units that wish to participate and direct financial assistance to the needy.

CEF wonders why if the need for such a program is one of economics, why the economics cannot be solved with a very much simpler proposal, a tax credit? If the problem is that parents are unable to afford to send their child to a child-care facility, could not the cost of that facility be met with a refundable tax credit? A tax credit would be much more efficient. It has been estimated that administration of funding programs in the educational realm at the Federal level run as high as 30% or more. A simple tax credit would funnel 30% more money to those who are really in need. A tax credit would also negate the need for any new bureaucracy. The tax credit could be taken care of by a line item on ones income tax form. A tax credit would allow for all parents who are paying for child-care costs to participate, not just those who are willing to comply with what the government determines is best for their children.

Drawing these over-simplified conclusions, one wonders if the real intent of S. 4 is to provide for more access to child care, or some other sceme.

For the most part it would probably be the parents of pre-school children that make use of child-care facilities and that is likely to continue. The ages that a child is most open to suggestions are the ages between 2 and 6. If our Nation is concerned with these children it should be our goal that all these children receive care from those best quilified to give it, their parents.

CEF recognizes that some parents are forced to work, and one of the reasons that parents have been forced out of the home has been the cost of living. Government must share much if not most of the blame for this inflation. With this program the attempt is made to provide child-care for those who need it most, but the result may be, through increased taxes and inflation, to force more parents from the home and create a vicious circle.

Although we must seriously consider those who must work, it should not be the goal of the Federal government to make it easier for parents to leave their prime responsibility, their children, to pursue their alteregos. Children are a parental responsibility, and Federal government should not make it easier to transfer that responsibility. The Parent is the best influence on the life of the young child and there have been many studies that show detrimental effects of children removed from their homes at an early age even though they are returned each day.

One must consider the long term impact of this program. The parents are asked to place their pre-school children, at the time that 80% of their personality and values are developed in an institution that is government funded, government regulated, to learn about life and philosophy from government certified teachers, teaching government certified courses. The potentiality of abuse or of subversion by those in authority, either knowingly or inadvertently, over the minds of America's children is enormous. CEF does not consider that to be a goal of the program but who cannot see the potential threat.

PARENTAL CONTROL

After all this, will the proposal "recognize the parent to be the primary influence" and having "... ultimate responsibility on how the child will be raised?" Hardly! Those parents who do not recognize the government and it's regulations, and choose to send their children to centers that will not comply with arbitrary standards as to;

Sec 5 (c) (1):

"(A) Group size and composition in terms of the number of teachers and the number and age of children.

(B) the qualification of the child-care provider.

(C) the physical environment.

(D) parental involvement.

(E) necessary support services."

will not have the opportunity to participate in the benefits even though they may otherwise qualify. The so-called rights of the parents belie the language of the proposal. The main thrust of the proposal it would seem is the opposite. Ultimately the authority over these programs will be that of the Federal government, through the States, by means of vast requirements and regulations.

Sec 2 (b) says, under the guise of "recognizing the parent ..." -- "... it is the purpose of this act -

(1) to provide assistance to States ...
(2) to provide mechanisms...
(3) to promote coordination at all government levels ..."
(emphasis added)

These hardly seem to CEF to be the way of recognizing the parent to be the primary influence in the life of the child, or even at the very least do nothing that will assure that this primary influence remains with the parent.

In many of the nongovernment schools in this Nation parents have been to court to oppose intervention by the State with regard to licensure or accreditation. Neither of those means of control has improved the quality of education in the public sector, and in fact there is much evidence that the reverse is true. Yet S. 4 continues along the misguided concept that somehow a bureaucrat hundreds or thousands of miles away knows what is best for the children of every parent. Knowing this as they do, it is best that all facilities must meet the same requirements, such as those already mentioned in Sec 5 (c) (1). Sec 4 (3) (A) (i) says that only those may participate who:

> "... are licensed in the State or have applied for a renewal of such license and are determined by the State to be likely to be approved ..." (emphasis added)

No mention is made for the concerns of parents in what qualifications parents think should be met in such programs. Many parents wish their children to attend a child-care center that has a religious orientation. Many of the Evangelical, Fundementalist Churches that have such programs will not submit to such licenses, for fear of control. It would seem then that those child-care facilities would not participate. Is that "recognizing the parent ... to be the primary influence ..." and having" ... ultimate responsibility on how the child will be raised?"

The power of control of all child care centers is held by the States who then implement the programs. Among the assurances of the parental control is Sec 4(a)(1) where the State will

> "... act as the State agency responsible for the administration and oversight of the plan..."

and in Sec 4(a)(2)

> (A) make an assessment...
> (B) develop a plan...
> (C) coordinate,to the maximum extent feasible...
> (emphasis added)

Although parents are supposed to have some voice in the provisions, parents may be easily ignored or passed over by the 'education experts'. Only 25% of the State Advisory Panel on Child Care is to be made up of parents. Even if parents were able to make their recommendations a part of the so-called plan, the Federal bureaucracy would ultimately have the authority to refuse the plan.

> "... and the Secretary shall not disapprove any State plan except after reasonable notice ..." (emphasis added)

In addition to these concerns is the added concern about whether non-licensed child-care centers could be maintained. Sec 7(a) provides" ... the plan of the State for expanding its licensing program to cover all types of child-care providers..." (emphasis added).

Regardless of Sec 3, control over the child-care field will rest with the Federal government and its bureaucracies. The stated concerns with regard to parental control are meer peace offerings.

VOLUNTARY PROGRAM TO BECOME COMPULSORY

There is one other concern that CEF has with the proposal. Might this proposal be the first step in an attemp to extend compulsory education laws to the lower ages?

The present program is certainly only a program whereby people choose to send children to a child-care center. Following such a volunteer program of a few years it is not hard to imagine how a special interest group in education would not see pre-school education as a means of reducing the loss of students in these declining enrollment years. Indeed one of the long standing goals of the major teacher unions has been federally funded daycare centers with certified teachers required in each classroom. The proposed bill specifically indicates that the Secretary shall determine what qualifications the child-care provider will have. A boon to the education unions would be Sec 8(a)(1) where the Secretary is "authorized... to provide specialized training... for certified elementary school teachers who are unemployed..."

It would be very convenient to ignor any adverse effects on the emotional well being of the child as a result of being apart from their parents during their formative years, and to stress the extent to which children who attend child-care centers surpass those who have not attended child-care centers in terms of adjustment to school. One could imagine a proposal to extend compulsory education laws to the lower ages because of this difference. Who could argue with statistics?

In short it is not inconceivable that there would be a very real attempt to begin educating all children in the State schools by age 2 or 3 or even 4. The cost could be borne by the Federal government. Children could be required by compulsory education laws to attend school. As under current compulsory education laws, only students attending government institutions could participate. Parents required by law to educate their children, would have to bear the additional burden without the benefit of their own tax dollars, should they decide to do so outside of the government institutions.

CONCLUSION

CEF is concerned about this issue for more than one reason. In the short term, this proposal can not be as efficient as providing an expanded tax credit to those who are in need. In the long term there is considerable concern about the direction of the rights of the parents to determine the type and quality of education for their children as well as an increasing tendency on the part of our government to increase the ever abounding control that it already has over the education of our children.

Our Founding Fathers were very concerned about the power of a centralized government. That concern led to a limit on the powers that government could exercise. There are many who believe that government long ago over stepped those limits. CEF is concerned that even if the concerns mentioned here were not to materialize after implementation of such a proposal as this that it would establish a further precedent for centralization of educational policy and erosion of parental authority.

Although he was sure that the current government could refrain from abuse of an established church, James Madison saw some serious consequences in such a proposal. He believed that the only way to assure protection against the consequences was to deny the precedent. In his "Remonstrance; Against Religious Assessments" he wrote this;

> "Because it is proper to take alarm at the first experiment on our liberties. We hold this prudent jealousy to be the first duty of citizens and one of the noblest characteristics of the late revolution. The freemen of America did not wait till usurped power had strengthened itself by excersise and entangled the question in precedents. They saw all the consequences in the principle, and they avoided the consequences by denying the principle."

It is for this principle that CEF is forced to conclude that the Proposed Child Care Act of 1979 should not be enacted into law.

Testimony before the Subcommitte on Child and Human Development

Chairman: Senator Alan Cranston, California

Presented by: Ruth Jordan
National Board Member
Coalition of Labor Union Women

March 20, 1979

The Coalition of Labor Union Women was formed in 1973 to press for higher priority for the needs of working women within the nation's unions. It works within the framework of organized labor to promote such women's issues ~~as~~ such equal pay, pregnancy benefits, the Equal Rights Amendment and child care, but it also directs its energies into traditional labor issues like full employment, labor law reform, expansion of the minimun wage and national health insurance. The Coalition has achieved some major successes.

A primary motivation for its establishment was to reverse organized labor's opposition to the Equal Rights Amendment. As a result of these efforts, the AFL-CIO is now in the forefront of the ERA ratification effort. The coalition has been so persuasive with the union leadership that at last year's national convention, George Meany hailed their legislative efforts and declared, "These are not women's issues, they are labor issues, trade union issues. They are fights all of us must win together."

CLUW is composed of over 5,500 local labor union members throughout the country from both blue collar and white collar occupations in a wide range of industries. Its leadership represents this composition. CLUW president, Joyce Miller, is a vice president of the Amalgamated Clothing and Textile Workers. Addie Wyatt, the executive vice president of the coalition, is also a vice president of the Meat Cutters Union. Other officers hold leadership positions in the American Federation of State, County & Municipal Employees Union, the Teamsters, the Electrical, Radio and Machine Workers, the Communications Workers and the United Auto Workers.

CLUW has given Child care major emphasis. Last Spring it sponsored a Child Care Seminar under a grant from the German Marshall Fund of the United States. The participants, a group of 24 labor women representing manufacturing, professional, technical and clerical workers, visited child care programs in three countries, Israel, France and Sweden. Their purpose was to examine these countries' responses to the needs of a growing female work force as reflected un their national child care policies and programs. This group reported its findings to the CLUW Annual Convention in September and the Coalition membership officially placed a top priority on this issue as one of the most pressing concerns of working women. It created a special task force to direct activities both within the framework of organized labor and outside it.

Since its inception CLUW has had as one of its priorities, working for the passage of legislation which would provide comprehensive quality care of the children of families who need or want it. This need continues to be unmet. Today, over 50% of America's children have mothers who work outside the home. Most of them work because of economic necessity. There are close to 7 million children under the age of 6 whose mothers are in the work force and there are places for only 1.6 million children in licensed child care facilities.

Yet, despite these changing trends in the work force, child care continues to be reviewed in a narrow perspective and receives a low priority. There has been little examination of child care services and how they can support and strengthen the working family by providing a measure of security and stability.

Adequate information on the types and quality of existing child care services and the dimension of the unmet need are not readily available. A survey published by the Census Bureau in October, 1976 reported estimates of the types of care provided the 8 million children 3 to

13 years old, whose parents are not available to care for them. Of this number, approximately 2.1 million are cared for by a relative in the child's own home and 1.8 million, most of whom are 7 to 13 years old, care for themselves. The remaining 4.1 million children go outside the home for care. Most go to the home of a relative or babysitter, and an estimated 326,000 go to a child care center.

These statistics are also open to misinterpretation. They do not reveal levels of satisfaction with these choices. Neither do they determine whether parents have a real choice or, instead, can see no alternatives to their current child care arrangements. Moreover, even though experts have long recognized the crucial importance of the preschool years to a child's later development, no one has attempted to evaluate the quality of care these children are receiving. This information is difficult to obtain on all types of care except in centers and licensed family child care homes. Parents are reluctant to acknowledge that their children are in unsupervised settings. Private individuals providing independent, unlicensed custodial care may avoid reporting on their activities because they are not meeting governments standards or tax requirements.

Instead of a child care system this country has a fragmented approach. Services are provided and supported through a variety of means. They are both publicly and privately financed and operated on a profit-making basis as well as a nonprofit basis.

The failure of the nation to develop a comprehensive program providing for the care of the millions of pre-school children of working parents as well as the many millions more of school-age children after school hours has enormous reprecussions for the nation.

The Coalition of Labor Union Women begins from the premise that child care is not a women's issue and not even exclusively a parental issue.

The care of our children is a national issue as vital to our defense and strength of our borders as a missile program or an atomic submarine or an early warning system.

For CLUW believes our nation must be on "red alert" and realize that what is happening to our nation's children threatens our way of life.

These are not extreme statements, the damage being done to our children and thereby to our nation's future economic and political leadership is frightening.

An estimated 1 million children suffered physical or psychological battering last year; some 500,000 children under the age of 17 are permanently impaired through accidental injury. Murder ranks second to accidental death as a killer of older teenagers. Youthful suicides have trippled in the last 25 years for young males between 15 and 19 years of age.

Alcohol and drug abuse is a problem not only for the older youth but for the young -- those under sixteen years. More than one in four 12-13 year olds boys are heavy drinkers. More than 40 percent of our high school students with marginal and failing grades are heavy drinkers compared with only 11 percent of the students who earn good grades.

We are prepared to fund programs to incarcerate violent youth -- in fact those that protest funding new programs seem to be also prepared to put more and more juvenile offenders in prison.

We are also prepared to fund programs to prevent teen age pregnancies, teen age drug abuse and alcohol abuse. We are not prepared to pay for programs that will give our children the essential sense of self worth and value they must have from the day they are born in order to succeed, to avoid the pitfalls of our society and to make a valued contribution to our society.

We pay for medicine after the disease is discovered. We do not care to consider the causes or the prevention of the disease.

A comprehensive child care program would be such a prevention. It would provide for early detection of both physical and psychological problems for our children. It would provide information to parents who may not be sufficiently aware of the developmental needs of children at different stages of their life to provide the best kind of care for them or to detect problems in their development.

It is considered unpolitic to suggest that parents do not themselves know what is best for their children, but the facts about child abuse and child neglect suggest that at least some parents do not know or do what is best for their offspring. That is a national problem because the costs of their failures are shared by all citizens. We believe that parents can provide the best values, the best family life for their children, but they may not know what is the best care.

Let me cite two cases which came to CLUW's attention through Muriel Tuteur, director of the child care center of the Amalgamated Clothing Workers in Chicago. The Amalgamated Clothing Workers program is a negotiated program between ACTWU and the men's clothing industry in Chicago.

The center receives children beginning at the age of 3. What do members do before that time? Here are two true cases: When child Z came to the center he was three. His father worked nights, his mother during the day. When the child was under one years old -- a very small infant -- he was left with his father after his mother returned to work. Daddy propped little Z up on pillows in front of the television set. The baby would cry and daddy, trying to catch some sleep nearby, would wake and tend to the baby until mamma came home. What was the long term impact of such neglect?

Z had severe difficulties in establishing peer relationships -- having had absolutely no experience with other children. He was developmentally retarded, severely overweight with poor gross motor coordination.

The struggling parents cannot be blamed for this situation. They were coping as best they could and as soon as a better situation came along they enrolled little Z in the program. But the sad fact is that in the interviews these parents accepted their arrangement as normal. They thought it was all right to care for their baby that way. In fact, they reported, many other parents in their situation did the same.

That was verified when another child -- let's call her X -- enrolled in the center as age 3, she had been left with a hired cleaning lady during the day. The cleaning lady worked in office buildings all night. The mother was not there when the cleaning lady arrived. The infant was left with a seven year old brother who took care of her until the cleaning woman arrived. When the woman came to the house the seven year old left for school and the cleaning lady went to sleep. This lasted until the child went to day care.

The impact on the child was the same. Severe retardation of both motor abilities and social skills until this child, nurtured by the caring teachers at the Amalgamated Center, could be brought up to a normal developmental level. This child will attend the center and then go to school. After that what kind of arrangements will the parents make for the child's care? There are no quality after-school programs for her.

Working parents need help. Union women have placed child care on our legislative agenda as the number one essential item for our members. Without it they cannot succeed on their jobs and they cannot participate in the economy in a way that brings them quality of opportunity and pay.

We are shocked that the Administration has failed to give strong support to this legislation at this time. Presently all social programs are under attack as the conservative elements in this nation instigate fears about "big government" by spreading deliberate misinformation about the scope of child care legislation and its intent.

We believe that child care would not take children away from parental control, but strengthen it. When children are out of their parents care they must be in the care of other adults who can provide guidance, advice and a healthy atmosphere for them.

The need is no less severe when these children reach school age or adolescence. They may be able to take care of their physical needs but they need a place to "go", a place that is theirs, in the company of adults who care about them.

The administration is sticking its head in the sand by asserting that parents' arrangements for child care are sufficient for the nation.

We may be putting off social spending for these children now -- in pre-school and after-school care, and in doing so we are placing an enormous burden of failure on the future generations of the nation.

Our children who are in care are hidden. Only a small percentage of them are in either registered day care homes or in licensed facilities. Many, many more are either in the care of relatives or neighbors or simply acquaintences who make extra money by taking care of kids.

I recently interviewed a group of young black women -- all government clerical workers -- who belong to a D.C. social club. These women told me that their children are cared for in arrangements that cost them about $10 to $35 dollars a week. They are in the homes of "ladies". The women knew this was not the best care for their children, they know it did not serve their children's needs. But they had to balance cost and availability against other values and cost and availability won out. Can we as a nation accept this decision?

The Coalition of Labor Union Women has since its trip to Israel, France and Sweden been working in its individual unions to bring about additional support for child care. Unions such as the Retail Clerks and the Newspaper Guild, the Service Employees Union and many others have passed resolutions making child care one of the legislative and negotiating priorities. But we have not had success at the bargaining table in negotiating new child care programs.

We believe one of the reasons is the failure of the Administration and our leaders in Congress to pose the issues of child care with sufficient publicity and concern so that business gets the signal that this is a priority issue.

We need leadership from Senators, who like yourself, Senator Cranston, will have the courage and the vision to stand up for our nation's children.

Government programs to train women under CETA or other programs are useless unless there is adequate care of their children, not only when the women are on welfare, but after they succeed and must continue to stay on the job day after day.

We urge you not to turn away from our children because of conservative pressure. We cannot mark the International Year of the Child with a defeat for our nation's children.

The Coalition of Labor Union Women supports Federal standards for child care such as those being developed by HEW. We support adequate budgeting to develop a system that will serve all children who want care at any age regardless of parental income. CLUW recommends a sliding scale payment based on family income.

We strongly support programs that include care services as well as services for children that are temporaly ill. CLUW believes tax dollars should not be given to providers of care for profit and is particularly concerned about multi-national corporations sponsoring child care centers as businesses.

CLUW's study of systems abroad, and union experience in centers in this nation, strongly require our support for continuous training for child care workers.

We also feel that the value of early detection of health and emotional problems requires formal linkages between the child care center the home and support services from physicians, therapists, diagnosticians, psychologists and other specialists.

Finally CLUW hopes that eventually our nation will enunciate a national family policy that coordinates the programs that affect all children in the area of health, education, recreation, food and nutrition, housing and emergency care.

We pledge we will continue to work for the legislation. We are saddened that uncaring and selfish forces seem to have a greater impact on our political direction than the forces of generosity that have guided our nation in the past. We believe the politics of caring have made the riches of America available to more and more people over the decades. Step-by-step, greater numbers of Americans have been included in the "American way of Life."

If people are to continue to feel that America still offers that essential opportunity we must continue to show that we care about those that have not made it yet. And a large number of that group is our children.

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STATEMENT OF

WOMEN'S EQUITY ACTION LEAGUE

by

Cristine Candela

National President

prepared for

SUBCOMMITTEE ON CHILD & HUMAN DEVELOPMENT

COMMITTEE ON HUMAN RESOURCES

UNITED STATES SENATE

ON

THE CHILD CARE ACT OF 1979

March, 1979

Mr. Chairman and Members of the Subcommittee:

Women's Equity Action League is a nationwide women's rights organization founded in 1968, dedicated to promoting economic progress for women. WEAL emphasizes educational and employment issues, legislation to guarantee economic and social equality, and an aggressive enforcement program to secure the rights that legislation assures women.

WEAL commends Senator Cranston for his leadership in providing a program for addressing comprehensive child care in this country. As a nationwide feminist organization we firmly believe that a system of comprehensive child care is a necessary step in achieving economic parity for women. We appreciate the opportunity to present this statement.

The United States lags behind many Western nations in its commitment to children. This becomes most apparent in this International Year of the Child, as we focus on the developmental needs of children.

Opponents to child care remain absorbed in dire predictions of crumbling family unity in their resistance to child care legislation. It is an argument unconfirmed in fact. Yet it has led to a blind determination to ignore this century's most pervasive social phenomenon: The tide of women seeking to find suitable employment in the labor market -- often to escape poverty.

To feminists, the well-being of children is synonomous with the economic well-being of working mothers. Labor statistics show that more mothers of young children are working outside the home than ever before. By March 1977, 28.9 million children, 47.7% of all those below the age of 18, had mothers who were either employed or seeking work. Of these children, 6.4 million were below the age of six.

Today, there are 8 million children for whom some kind of arrangement is made for their daytime care. While most children are living in families with both parents, an increasing number are living with a single parent. Seventeen percent lived with one parent in 1977, and in most cases (13.6%) that one parent was the mother. Black children are even more likely than white to live in a single parent family.

It is against this background that feminists address the economic status of working women and their ability to care for their children.

As is well known, the income disparity between men and women is tragic. For example, women who work fulltime throughout the year earn $3.00 for every $5.00 earned by men who are similarly employed. Though this wage gap has varied over time, it is far worse now than it was twenty years ago.

Our economic losses become more dramatically evident when women are heads of families. In 1976, 1 out of every 3 such families was living below the officially defined poverty level compared with only 1 out of 18 husband-wife families. Because these women are often solely responsible for their families' economic welfare, they are more likely to be working or looking for work than are wives living with husbands.

As single heads of family they have high unemployment rates: 10.3% in March 1977. Part of the reason is that they are largely in low-skill, low-paying occupations, dead-end jobs where turnover is high and the workers are more subject to cyclical or seasonal variations of the economy than are workers in high-skill, high-paying occupations. Often a woman's major need for child care is to be allowed to return to school or receive job training that enables her to become self supporting.

This statistical trend whereby women are becoming the major component of this nation's poverty class shows no sign of abatement. Children are the ones most severely shortchanged by this dilemma. They are 33% of the population and they are dependent upon the quality and type of care the adult population furnishes. This nation's leaders cannot continue to be content to allow children to be victimized by our denial of economic justice for all.

WEAL believes that S. 4, the Child Care Act of 1979, is a most significant piece of legislation which can help meet the needs of a broad constituency of parents.

1) Specifically, Section 4(a)(3)(c) mandates that priority be given to child care providers who take into account family income, family size and single parents.

We believe that the bill's language should be carefully worded to recognize the need for societal support to many kinds of families. Because subsidized care has been previously aimed almost exclusively at low income families, many other families are forced to accept substandard care. The needs of lower-middle class and middle-class working women tend to be ignored. For example, women whose incomes are above poverty level but who cannot find adequate child care are forced to give up their jobs and to go on welfare. Day care should ideally be viewed as an essential service, with comprehensive, federally-funded facilities where moderate sliding fee schedules are based on the ability to pay. As supported in the recent General Accounting Office Study, "Early Childhood and Family Development Programs", the federal dollars will be returned many times over in lower welfare cost and higher worker productivity

2) Section 4(a)(4) encourages funds to be distributed to a variety of child care providers in each community. This is an important part of the legislation, and we hope it will be strengthened. The parent's right to protect a favored form of care is critical to this legislation's success. Parents are becoming increasingly aware that quality child care environments can exercise a positive effect on children's emotional and cognitive development. In fact, a recent trend is that more and more mothers who do not work still seek a part-time educational setting for their children. But until there is fuller understanding and widespread acceptance of this experience, many parents will continue to opt for familial arrangements.

3) We strongly support Section 4(a)(7) which provides funds for information and referral services. The child care search is often desperate and pressure-filled. Parents should have ready access to an information clearinghouse or network which will help identify a suitable child care facility without extensive delays. This service should include evaluations of the available centers, as well, so that individual needs can be fulfilled in light of the service provided.

4) We commend the interest shown in Sections 4(a)(9) and 7(a) to provide incentives and technical assistance to states to develop, improve and implement their licensing program. Despite current distaste for federal involvement in the regulatory arena, there is a real need for leadership in devising a model set of standards to safeguard children's well-being. Federal standards ideally would be viewed as a benchmark against which the services provided can be measured.

However, we believe, too, that this role should be exercised in coordination with the ongoing revisions of the Federal Interagency Day Care Requirements. Though the FIDCR implementation process has been fraught with excessive delay and inefficiency, a new period of standards development can only unnecessarily repeat a portion of that process.

5) We believe that parental involvement should be given more emphasis in the bill. Their participation should be strengthened if possible to ensure their unequivocal support and acceptance of the community programs.

6) Section 12 is ambitious and commendable. However, we hope that you will base evaluations in part on comparisons with the number of women heads of household who are able to escape the poverty spiral by finding suitable employment. Unemployment rates and welfare statistics should also be analyzed. On a more short-term basis, we feel it would be wise to evaluate the number of parents and children who are benefitting from the services involved vis-a-vis the goals identified in each state's plan.

We believe that this bill is the cornerstone of a dramatically effective program for providing quality care and nurturing of this country's children. We look forward to assisting you in making this legislation a reality.

TESTIMONY ON S. 4, CHILD CARE ACT OF 1979

presented by

Rose Pfund, Chairperson

NATIONAL CAUCUS OF ASIAN AMERICAN WOMEN OF THE UNITED METHODIST CHURCH

Senator Cranston, Chairman, and members of the Sub-committee on Child and Human Development:

I am Rose Pfund, the Chairperson of the National Caucus of Asian American Women of the United Methodist Church. My address is 1077 Kalikimaka Street, Honolulu, Hawaii 96817. On behalf of the National Caucus of Asian American Women, I wish to provide this written testimony in support of S. 4, the Child Care Act of 1979.

Our Caucus is acutely aware of the need for more and better child care for the children of mothers who are forced to enter the job market because of overriding economic need. I am referring to the Asian immigrant women who constitute the human foundation upon which much of the garment industry is built. The women often exploited by their own kind, work at or below minimum wages. Obviously, under these circumstances, they cannot affort quality child care, if they seek such care at all. Usually the older children care for their younger brothers and sisters, while they themselves are no more than children or they are left with adults who provide no more than minimal custodial care for the small amounts they receive for their services.

Older children who attend school come home to an empty house. Much to the chagrin of many parents, there have been increasing numbers of cases in which their children are picked up by the polic for vagrancy and for minor infractions of the law. These incidences were reported by Korean women during the Asian Convocation which was held in San Francisco in December 1978. In their villages in Korea, parents relied on relatives and neighbors to watch over their children if they were absent from home. The same practice in the U.S. without the familial support, has caused their children to be labelled juvenile delinquents. The same problem is shared by other Asian immigrants.

These problems exist in families which have two parents, a condition which is considered to be ideal in our society. There are, however, even more acute problems which are faced by the single Asian mother, many of whom came to the U.S. as military wives. It is estimated that there are a quarter million Asian military wives. Unable to speak English, or only haltingly, they can only qualify for employment, which they desperately need, in establishments which cater to an ethnic clientele--a bar or restaurant, or the inevitable garment factory. None of these businesses pay decent wages to enable the single Asian parent to obtain quality child care. Even when an Asian woman is a citizen of the U.S., and even though there are EEO rules and regulations, there are subtle ways in which discrimination occurs so that a single ethnic minority mother, and there are increasing numbers of single Asian women, only rarely has a job that enables her to be economically well-off. Her need for adequate child care at a cost which she can affort is critical.

As a segment of the American public, a large part of which requires a dual income in order to survive, Asian Americans do not see the provisions of S. 4 which seeks to provide assistance to ethnic minorities as being detrimental to the general welfare of families. In a society which has little or no familial support base, the role of adults in a well-run child care center could be akin to surrogate grandparents or aunts and uncles to the children.

It is strange to note that there has been a great deal of opposition from certain conservative segments of the public on the grounds that a nationally conceived child care act will destroy the family. Such an argument has no basis for veracity on two very fundamental facts:

1. The traditional "American family"--with two parents--is fast becoming only one of several models with the single parent family asserting legitimacy based on sheer numbers

2. The loudest opposition is coming from individuals and groups who are speaking from the comfort of a good income which enables them to have the luxury of telling the federal government (or any government) to stay out of their lives.

These strident voices drown out the needs of those who have no voice and do not speak because they do not speak English well enough and, further, they do not understand the legislative process. The Child Care Act of 1979 which gives states the opportunity to develop a state plan to participate in the benefits of the Act in no way mandates that those who do not wish to participate send their children to a day care center. Without the comprehensive plan for services which are possible under the Act, however, those who need decent care for their children do not have any option.

On behalf of the National Caucus of Asian American Women, I urge that S. 4, the Child Care Act of 1979, be enacted into law.

Thank you for this opportunity to present the concerns of the Asian American women.

Statement of: E. STANLEY RITTENHOUSE, Legislative Aide, LIBERTY LOBBY
300 Independence Ave., S.E., Washington, D.C. 20003
202 - 546-5611

Before the: SENATE HUMAN RESOURCES COMMITTEE

Hearings on: S. 4, CHILD CARE ACT OF 1979

March 20, 1979

Mr. Chairman and Members of the Committee:

I am E. Stanley Rittenhouse, legislative aide of LIBERTY LOBBY. I appreciate this opportunity to appear today and present the views of LIBERTY LOBBY's 25,000-member Board of Policy, as well as the 400,000 readers of our weekly newspaper, The SPOTLIGHT.

Because of the "social engineers," billions of tax dollars have been spent mainstreaming criminals, juvenile delinquents, children in need of supervision (CINS) and the insane into society via halfway houses, group shelter homes and foster care, resulting in chaos within our communities. Now these social engineers are proposing to institutionalize perfectly normal children in federal day-care centers.

This is being done at a time when the divorce rate is stabilizing and we can expect an actual drop, according to the February 1979 Family Health. This promising trend will help alleviate the need for such child-care facilities. Combine this with the reduction or elimination of inflation and the need for child-care for working mothers would be drastically reduced.

Inflation is forcing many women into the labor market, and socialistic programs such as this bill promotes contribute to that inflation. Deficit spending causes inflation and thus would add to it since the budget already is in deficit. In other words, you create the problem, you create the need and then you come to our "rescue" with more control over our lives. How marvelously the socialistic planners scheme.

LIBERTY LOBBY views this proposed legislation as an attempt to sovietize the American family! Sen. Jesse Helms (R-N.C.), referring to the previous "child control" bill (Child and Family Services Act), said:

> This Act may be suitable for some totalitarian societies, where communal living is practiced, so that parents will have fewer opportunities to pass along their values and beliefs to the next generation; but it is not a piece of legislation that is fit for free men. Experience has shown that when the state has direct control over the thoughts of men, particularly at the formative stage, it is easier for the managers of the state to suppress heretical views, such as those associated with liberty and religion, which tend to weaken the authority of the state. To be sure . . . (it) is in many respects one of the most reactionary proposals that I have ever seen; for it sends us backwards, in the direction of prehistorical times, when the family structure was weak, and the children, who knew not the concept of fatherhood, were raised by the tribe. There is nothing progressive about primitive communism.

This label of "primitive communism" also applies to S. 4 of the 96th Congress.

This bill would create new opportunities for HEW bureaucrats to promote their beliefs in the minds of our young children who will be under daily care and direct influence of these social planners as defined by HEW. It would be a golden opportunity to push socialism, which, as we all know, is un-American. This one bill alone could do more to wreck our society and family life than all the socialism rammed down our throats over the past 20 years.

This bill, as in so many socialistic schemes, gives absolute power to an unelected bureaucrat, the HEW secretary. Phrases such as, "The Secretary shall approve . . . " "as the Secretary deems necessary," "the Secretary shall publish . . . final standards" give awesome authority to the Secretary, who is not accountable to the electorate.

Example: "The Secretary shall, with the assistance of the National Advisory Panel, not later than 12 months after the date of enactment of this Act, prepare and develop proposed standards to be applied . . . " (Sec. 5, (c) (1)) Once again, should it pass, the law would provide open-ended opportunities for the unelected bureaucrats actually to write the "law" by establishing the "standards" after the matter is out of the hands of Congress.

Example: "Provide for the establishment of procedures for data collection and evaluation designed to show (in a manner not inconsistent with guidelines established by the Secretary" (Sec. 4 (a) (6)). We do not know what his guidelines are to be. This particular one would also open a Pandora's box of data collection on parent and child alike.

The HEW secretary would have the power to increase the proposed budget by billions of dollars. "The Secretary shall make available to such unit such staff and resources as are necessary to carry out effectively its functions under this Act." (Sec. 5 (a) (2)). This is precisely how we have obtained a HEW budget of more than $205 BILLION.

Centralization of power and control means less liberty and rights for the parents and their children. While this bill is claiming not to interfere or intervene in any child-rearing decision of the parent, if that parent runs contrary to the "state plan," or "purposes of this act," he'll be in trouble with the federal authorities.

Throughout this bill the "purposes of this act" haunt me. I thought it was merely to provide financial assistance for day-care services, but the language within the bill clearly reveals that other objectives will come into play.

A data bank could easily be set up, bringing us closer to 1984. Example: "Provide for the establishment of procedures for data collection and evaluation . . . " Sec. 4 (a) (3) (C) (ii) says, "Each such child-care program will, to the maximum extent feasible, provide for an economic mix of children enrolled." It appears that one purpose of the act is to "mix" children into one common level. This is un-American as communism!

Complementing this awful act is existing law such as the "minor consent law," which gives children among other things the right to obtain abortions and birth control information and equipment without parental knowledge, permission or consent. The "child neglect law" gives the state the right to seize a child for suspected mental or emotional abuse (for which there is no clearcut definition) without benefit of anything but a nosy, or vengeful, neighbor's complaint. Consequently, between these laws and this act, the parent-child relationship is weakened by our own government.

In conclusion, I quote from an address by Harold M. Voth, M.D., a senior psychiatrist and psychoanalyst at the Menninger Foundation, Topeka, Kans.:

> The absence of (working) women, particularly those with preschool children, will almost always have a negative impact of some degree on childhood development. Small babies need "object constancy," that is, the continuous input of good mothering by one person. Some of the most severe damage to human development can be done to the human spirit when the child-mother bond is discontinuous or broken during the first three years of life. Volumes have been written about this. When children are small and the mother is away most of the day, the quality of life in the home changes dramatically; only her presence can fill the void.

Let us leave private enterprise to serve any need in this area. We will retain our individual liberty, at less expense to the government--at all levels--and with less harm to the child. As a matter of fact, only 3% of mothers who did not work gave the absence of day-care as a reason.

It has been pointed out that whoever has the child the first five years of his life will have influenced him for the rest of his life. The government of secular humanism, evolution, socialism, etc. now wants to apply that same concept to the children of America. With federal funds goes federal control, and so the federal government will be the one who eventually controls the children who are unfortunate enough to come under this program, should it pass.

Though this bill is being sold on a "child-care" basis, the final effect will be "child control." I urge you to abolish this whole diabolical, communistic scheme.

Thank you again for this opportunity to appear today and present our views.

WRITTEN STATEMENT OF MRS. JUNE LARSON,
LEGISLATIVE CHAIRMAN, CITIZENS FOR
CONSTRUCTIVE EDUCATION, SUBMITTED TO
U.S. SENATE COMMITTEE ON HUMAN RESOURCES
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT, MARCH 20, 1979

RE: S. 4 (CHILD CARE ACT OF 1979)

There is no doubt that many working mothers seek assistance in assuring proper care of their young during working hours.

We agree with the proponents as to a need, however the proposed solution advanced via S. 4 and similar legislation is an unsatisfactory resolution of the existent problem.

After ten years of unsuccessful introductions of the concept of Federal involvement in traditional family matters, the proponents continue to pursue this line of action. In fact, the informed electorate has made it increasingly clear to all concerned that those who are asked to provide the children on the one hand and the money on the other are unwilling to do so when the programs offered are monopolized by an impersonal Federal level of government.

The vast majority of those now in favor of S. 4 would doubtless be as enthusiastic in endorsement of constructive action at local and State levels to alleviate the child care problems. It is equally possible that they endorse the needed help rather than the specific concept of Federal involvement.Too often, those with genuine difficulties of any description turn to the Federal level of government for solutions thereby unintentionally creating additional problems.

It is our position that the genuine need on the part of some working mothers can and should be met by family, civic and State efforts without any Federal funding, guidelines, standards or regulations. It is increasingly clear that to most of the informed voting public, the area of child care is totally inappropriate for Federal consideration.

As private citizens and concerned members of our communities, we share the initial concerns exhibited by the authors of the bill now before you, however we are at variance in the solution to the problem and maintain that once properly informed and encouraged to do so, the family, civic and private free enterprise and State sources will provide whatever services are needed in their areas, without Federal interference or domination.

It is common knowledge that the Federal level of government, while altruistic in its intent, has yet to provide a social services program which is totally free of abuse, heavy funding, lack of proper contact with those to be served and little or no accountability and/or proper oversight.

It is due in large measure to these factors in existent programs that the public has issued a clear mandate to elected officials to monitor the programs already in operation, correct the problems, eliminate the dehumanization which so often occurs with massive solutions to specific problems, avoid duplication and cut spending generally.

It is our unalterable position that the area of child care is totally inappropriate for Federal consideration. While the intent is admirable, the real question here is whether or not the end result would be, in fact, to help. Often the question has been raised as to why the burdened taxpayer should pay the additional cost of the round trip of their money to Washington, D.C. and back thus increasing the outlay of funds and increasing the bureaucracy, when they could get better, more individualized and potentially far more effective services if offered to them at their community and State levels without any Federal connection whatsoever. To date, no one on Capitol Hill has chosen to respond to the question.

Some of the potential problems which could arise from massive child care programs from Washington, D.C. are:

(1) ADDITIONAL INFLATION. The appropriations authorization calls for "such sums as may be necessary". A blank check is offered as a substitute for local concern and constructive action. Money alone will not solve the problems facing working mothers in need of proper and individualized child care facilities for their children.

(2) COMPUTERIZED CHILD CARE. If the Federal government creates a program with accompanying regulations and standards, which would serve the families in need, it will, of necessity, be uniform, distant, impersonal and virtually unapproachable to those availing themselves of the services. Parent involvement as described in S. 4 will not prove satisfactory, as they will all be subject to the prescribed standards and regulations rather than giving [illegible] attention to the unique circumstances and needs of each affected family and community.

(3) TOO MANY QUESTIONS remain relating to the effect of mass scale child care on the child, the family unit and the parent-child relationship. Since the Congress agrees that "..the parent is and must continue to be the primary influence in the life of the child" and "..must have the ultimate responsibility for decisions on how the child will be raised..", it is clear that rather than Federally standardized child care programs, the answer lies with constructive action at the local and State levels. It must be agreed that the unique needs of families in Horse Shoe Bend, Idaho and Nodaway, Iowa differ greatly from those in New York City or Chicago. For this reason, we oppose the establishment of a Federal program.

(4) INCREASED FEDERAL CONTROLS. The present Administration has repeatedly made plain their pledge to eliminate unnecessary bureaucracy and Federal controls. To establish a vast and unyielding additional bureaucracy granting authority in an inappropriate matter such as child care to Washington, D.C. is the exact opposite of what the Administration has promised the electorate.

While there are many other valid points of opposition which could be raised herein, we feel these to be among the most deserving of your consideration.

Child care, as a major part of the lives of so many citizens, is a comparatively new subject and requires a great deal of research, input, caution, and objective public debate prior to any action.

Most assuredly, if the pattern of procedure as outlined above were to be properly observed, there is little doubt that those in need would be provided proper services, according to their specific needs, by local and State efforts. Clearly, what is needed here is massive encouragement of local civic and private free enterprise child care facilities, thereby perpetuating civic responsibility and, in so doing, offering an honest and reasonable choice to the working parent in need of child care services.

CITIZENS FOR CONSTRUCTIVE EDUCATION is a national coalition of pro-family organizations and individuals working in concert since 1968 to preserve the traditional family unit and to improve the quality of education through constructive action and civic responsibility.

The following organizations are among those joining us in active opposition to S. 4. The partial list is to be considered indicative of the mounting national opposition to any further governmental intrusion into matters traditionally reserved by (and for) the family and local community.

Alert North Texans
Olney, Tex.

Alexandria Committee for
Quality Education
Alexandria, Va.

American Freedom Academy
Tacoma, Wash.

American League of Christian Voters
Tipton, Iowa

Americans For God, Inc.
Gaithersburg, Maryland

Americans of Chinese Descent
Santa Monica, Ca.

AM-PAC
Dolton, Ill.

Arizona Coordinating Council
of Republican Women
Scottsdale, Ariz.

Arizonans for Mental Freedom
Phoenix, Ariz.

Association of Families
Santa Monica, Ca.

Association of W's
Ft. Worth, Tex.

Atlantic Chapter-Eagle Forum
Atlantic, Iowa

Bethel Gospel Church
Ellensburg, Wa.

Boise City Chapter of The W's
Boise City, Okla.

CCE/CWE
Tacoma, Wa.

California Families United
Sacramento, Ca.

Bread For Children, Inc.
Arcadia, Fla.

Burleson Chapter, Association
of The W's
Burleson, Texas

Caribou County Eagle Forum
Soda Springs, Idaho

Catholic Checkmate
Belmont, Ca.

Catholic Organization of
Parishioners
Chicago, Ill.

Challengers Sunday School Class
College Park, Ga.

Chance of a Life Time (C.O.L.T.)
Baltimore, Md.

Christian Citizens Committee
N. Little Rock, Ark.

Christian Crusade Committee
Annandale, Va.

Christian Family Renewal
Clovis, Ca.

Christian Women's Alliance
Huntingdon Valley, Pa.

Citizens' Coalition
Albany, N.Y.

Citizens Committee of California
Fullerton, Ca.

Citizens for Better Government
Cascade, Idaho

Citizens for Controlled Curriculum
Pandora, Ohio

Citizens Organized for Basic Education
Poulsbo, Wa.

Citizens for Good Government
Paul, Idaho

Citizens for Open Government
Everett, Wa.

Citizens for Youth
Kennewick, Wa.

Citizens Information Center
Dayton, Ohio

Citizens for Parents' Rights
San Antonio, Tex.

Citizens for Responsible Education
Wenatchee, Wa.

Citizens for Responsibility in Education
Phoenix, Ariz.

Citizens for Scientific Creation
Saratoga, Ca.

Citizens United for Responsible Education
Fayetteville, N.C.

Coalition for Morality
Lakeland, Fla.

Coalition to Restore Parents' Rights
Mc Millin, Wa.

Colorado Citizens Information Inc.
Littleton, Colo.

Committee for Parents' Responsibility in Education
Bellevue, Wa.

Committee for Responsible Education
Tulsa, Okla.

Concerned Citizens Group
Hillsboro, Ore.

Concerned Citizens
Little Lake, Ca.

Concerned Citizens
Westfield, N.J.

Concerned Citizens' Committee
Pandora, Ohio

Concerned Citizens Inc.
Auburn, Wa.

Concerned Citizens of Pierce County
Gig Harbor, Wa.

Concerned Citizens Information Council
Moses Lake, Wa.

Concerned Citizens of Louisiana
Morgan City, La.

Concerned Parents of Milwaukee Archdiocese
So, Milwaukee, Wis.

Concerned Parents' Committee
Madison, Wis.

Concerned Parents of Lakewood
Dupont, Wa.

Concerned Taxpayers of Sumner
Sumner, Wa.

Concerned Women of Kentucky, Inc.
Owensboro, Ky.

Concerned Women's Coalition
Mukilteo, Wa.

Council for National Righteousness
Buffalo, N.Y.

Council for Washington Education
Issaquah, Wa.

Crusade to Save The Children
Churchville, N.Y.

Curry County Landowners Association
Brookings, Ore.

Des Moines Eagle Forum
Seattle, Wa.

Donovan Child Care Center
Lakeland, Fla.

Eagle Forum
Harlan, Iowa

Eagle Forum
Port Orchard, Wa.

Eagle Forum
Huntingdon Valley, Pa.

E. Detroit District Action Council
E. Detroit, Mich.

Family Lobby
Clovis, Ca.

Family Preservation League
Columbus, Ohio

Family Preservation League
Cincinnati, Ohio

Family Preservation League
Akron, Ohio

Federal Safety Society
Salt Lake City, Utah

Federation of Catholic PTAs
Cincinnati, Ohio

Fight On!
Phoenix, Ariz.

Florida Action Committee
on Education
Jacksonville, Fla.

Florida Federation Women for
Responsible Legislation
Jacksonville, Fla.

Forgan Chapter, Association of The W's
Forgan, Okla.

Friends of Freedom
Olney, Tex.

Friends of Michigan Schools
Lansing, Mich.

Georgia Basic Education Council
College Park, Ga.

Gloria Dei Enterprises
San Carlos, Ca.

Grass Roots Majority
Salt Lake City, Utah

Greater Northwest Civic Association
Chicago, Ill.

Guardians of Traditional Education
Bowie, Md.

Happiness of Womanhood (H.O.W. Inc.)
Dearborn Heights, Mich.

Heart of America Conservative Club
Prairie Village, Kans.

Happiness of Womanhood
Akron, Ohio

Housewives Unlimited
Philadelphia, Pa.

Idaho Coalition on the Crisis
in Education
Boise, Idaho

Idaho Parents Who Care
Meridian, Idaho

Idaho Stop ERA
Boise, Idaho

Iowans for Moral Education
Kalona, Iowa

Johnson County Eagle Forum
Prairie Village, Kans.

Kansas Coalition for Children
Prairie Village, Kans.

Kent Association of Professional
Parents
Renton, Wa.

Keyes Chapter Association of The W's
Keyes, Okla.

Kids for Christ
Milwaukee, Wis.

King County Unit Pro America
Redmond, Wa.

Kitsap County Property Owners
Association
Manchester, Wa.

Lakewood Baptist Church, Inc.
Lake Geneva, Wis.

League of Lady Voters
Everett, Wa.

Men's Bible Class
College Park, Ga.

Mexican-Americans Opposing
Federal Paternalism
El Sobrante, Ca.

Minnesotans Against E.R.A.
Minneapolis, Minn.

Minnesota Chapter-Happiness of
Womanhood
S. St. Paul, Minn.

Minutewomen of Florida
Jacksonville, Fla.

Moral Issues Organization
Concord, Ca.

Mothers Alert Detroit
Detroit, Mich.

Mt. Morris Chapter Genessee
County Save Our Schools
Mt. Morris, Mich.

My Right To Be A Woman
Sioux City, Iowa

National Association of Concerned
Parents
Arlington, Va.

National Back to God Movement
Cobb Island, Md.

National Citizens for
Constructive Education
Seattle, Wa.

National Coalition for Children
Mc Lean, Va.

National Coalition for Family
Solidarity
Baton Rouge, La.

National Families United
Camino, Ca.

National League of Housewives
Dearborn Heights, Mich.

National Parents' League
Portland, Ore.

Network of Patriotic Letter Writers
Pasadena, Ca.

New Jersey Action Committee on
Education
Livingston, N.J.

Northern Virginia Committee for
Victory
Annandale, Va.

Ohio Citizens for Parental Rights
East Liverpool, Ohio

Omahans Against Forced Busing, Inc.
Omaha, Neb.

Overtaxed - Thurston County Chapter
Olympia, Wa.

Parents Concerned for Quality
Education
Eau Claire, Wis.

Parents of New York United
Ulster County Chapter
Rosendale, N.Y.

Parent's Rights
St. Louis, Missouri

Pennsylvania Eagle Forum
Huntingdon Valley, Pa.

Pennsylvania Coalition for Basic
Education Inc.
Pittsburgh, Pa.

Parents and Others United for Separation
of Church and State
Coopersburg, Pa.

Parents and Taxpayers Inc.
San Francisco, Ca.

Parents' Committee for Education
Hilliard, Ohio

Parents Concerned for Quality
Education
Eau Claire, Wis.

Parents of New York United (PONY-U)
Clarence, N.Y.

Parents' Rights Committee
of Michigan
Garden City, Mich.

Parents' Rights of Ohio
University Heights, Ohio

Parents' Rights in Determining
Education (P.R.I.D.E.)
Racine, Wis.

Peck N Paw Park A Tot
E. Wenatchee, Wa.

People for Better Education
Anchorage, Alaska

Pierce County Chapter, Committee
to Restore The Constitution
Tacoma, Wa.

Pierce County Citizens Law Enforcement
and Research Committee
Tacoma, Wa.

Pierce County Unit Pro America
Puyallup, Wa.

Pro America - Yakima County Unit
Yakima, Wa.

Pro Family Forum
Keyes, Okla.

Pro Family Forum
Ft. Worth, Tex.

Pro Family Unity
Moses Lake, Wa.

P.R.O.M.I.S.E.
Normal, Ill.

Property Owners' Protective Assoc.
Seattle, Wa.

Radio Free Denver
Denver, Colo.

REstore DEcency and Educational
Morality (REDEEM)
Baltimore, Md.

Rocky Mountain Faith Mission Inc.
Naches, Wa.

St. Paul's Anglican Orthodox Church
Bellevue, Wa.

Sanity on Sex (S.O.S.)
Oklahoma City, Okla.

San Luis Obispo Co. Chapter
Citizens' Committee of Calif. Inc.
Arroyo Grande, Ca.

Save Your Home Committee
Federal Way, Wa.

Schools Are For Education (S.A.F.E.)
W. Palm Beach, Fla.

Snoqualmie Valley Concerned
Parents and Taxpayers Association
North Bend, Wa.

Society for the Preservation of
The American Family (S.P.A.F.)
El Cerrito, Ca.

South Louisiana Citizens' Committee
Council Inc.
Metairie, La.

Southwest Iowa Citizens' Committee
Lenox, Iowa

Spokane Unit - Pro America
Spokane, Wa.

Stop E.R.A. in Pa.
Philadelphia, Pa.

Stop S.O.W. Now
El Sobrante, Ca.

Tacoma Citizens' Association
Tacoma, Wa.

Taxpayers Legislative Research Council
Phoenix, Ariz.

The Conservative Christian Church
Willoughby, Ohio

The Jewish Right
Pasadena, Ca.

The Umbrella Group (T.U.G.)
Bellevue, Wa.

Valley Christian University
Fresno, Ca.

The Woman Constitutionalist
Dorchester Center, Mass.

Utah Congress for Educational
Excellence
Salt Lake City, Utah

Women Who Want To Be Women
Forgan, Okla.

Women Who Want To Be Women
Tri Valley Chapter
Pleasanton, Ca.

United Parents Under God
Belmont, Ca.

United Republicans of Washington
Auburn, Wa.

Valley Advisory Council on Education
Northridge, Ca.

Vigo Chapter,Committee to Restore
The Constitution
Terre Haute, Ind.

Voice for The Unborn
Richmond, Ca.

Washington State American Independent Party
Bremerton, Wa.

Workers In Industry Opposed to E.R.A.
Philadelphia, a.

Washington State Chapter,Pro America
Puyallup, Wa.

Washington State Conservative
Seattle, Wa.

Watertown P.A.R.E.N.T.S.
Watertown, Wis.

We, The Women of Hawaii
Honolulu, Hawaii

Women for Constitutional Government
Greenville, S. C.

Women for Constitutional Government
Wauwatosa, Wis.

Women for Constitutional Government
Gatlinburg, Tenn.

Women for Fair Legislation
Philadelphia, Pa.

Women for Responsible Legislation
St. Paul, Minn.

Women Who Want to Be Women
Mason City, Iowa

Women Who Want to Be Women
Pleasanton, Ca.

Women's Committee of Boundary
County Farm Bureau
Naples, Idaho

Women's Independent Forum
Gatlinburg, Tenn.

Woodward County Women Who Want
To Be Women
Woodward, Okla.

Woodward Women for Responsible
Legislation
Woodward, Okla.

Young Parents Alert
Lake Elmo, Minn.

Attachment A

Citizens for Constructive Education

P.O. BOX 25704 SEATTLE, WASH. 98125

78/9-CFS-1

A POSITION PAPER ON FEDERAL CHILD CARE/SERVICES

Representing active citizens groups throughout the nation, we respectfully direct attention to the growing national opposition to Federal day care, child development, child services and family services.

While need in some areas is apparent, it is the unalterable position of increasing numbers of citizens and groups that these problems are NOT in the province of the Federal government and must be solved at the family and local levels.

We are aware of the 1979 International Year of The Child (UN-IYC) and the 1981 White House Conference on Families, and register concern that these may be conducted without proper representation from traditional American families. The White House Conference on Children (1970) made a number of extremely drastic and unacceptable recommendations to the Congress in the name of "experts". Traditional parents were not properly included in the process. The International Women's Year (UN-IWY) did not properly represent the traditional woman, and both conferences generated conflict and active opposition to their respective concepts and the manner in which they were conducted.

It is our goal that those in elected office will keep this in mind as the IYC and White House Conference on Families are observed. In order to obtain an accurate consensus prior to Congressional or Presidential action, it will be IMPERATIVE to hear from traditional, God-ordained family units, from taxpayers, from those whose credentials are more impressive than those of the professional social planners and bureaucrats -- that is, American people who care deeply about their families, their homes, their government and about all children.

In addition, elective offices should be most influential in encouraging State and local governments to work to independently solve their social problems, each of which is unique and should not be handled by a vast, impersonal Federal bureaucracy. We urge them to use their elected offices to perpetuate the dignity and independence of the individual, the family and the community. We urge the same considerations prior to action on any more Federal legislation which, in the long run, will prove to be exercises in futility at enormous expense, both financial and traditional.

Sensitive areas relating to families must NOT become part of the Federal machinery. State and local governments can strengthen families, independently providing what they deem to be required services for those in genuine need, and without massive Federal involvement and control of such matters, which have no place in the Federal domain. Each precious, individual child in need deserves more than to become a plastic statistic, a veritable non-person in the computerized files of a distant, necessarily unfeeling Federal agency or bureau.

Unprecedented Federal expenditures at a time of national economic crisis, potential for further bureaucratic chaos and abuse, the loss of local control of local activities, the proposed Federalization of children and services via Federal order, all tend to indicate that a cautious and informed approach is much needed here.

We prevail upon our elected representatives to study the issue carefully, and to give fair hearing to those who wish to aid those in genuine need, but who feel strongly that this is NOT a proper area for Federal consideration or legislative action.

* * *

A NATIONAL COALITION OF PARENT/TAXPAYER ORGANIZATIONS
AFFILIATED WITH NATIONAL COALITION FOR CHILDREN

Testimony given by Barbara Hoffman, Chair of the Public Policy
Committee of the Maryland Committee For Children: 2511 N. Charles St.
Baltimore,Maryland 21218 :243-7040

My name is Barbara Hoffman and I am testifying as the Chair of the Public Policy Committee of the Maryland Committee for Children, a non-profit organization dedicated to the welfare of children in Maryland for over 30 years. We act as child-advocates and as a children's lobby in the interest of all of the children of the state.

My testimony today concerns the proposed budget for the Department of Human Resources, particularly that part dealing with day care for children.

The need for day care in Maryland is great and growing all of the time. 56% of mothers with school age children are now in the labor market. Among younger children under the age of 6, it has been estimated that there is a need for 38,000 slots or day care places. In October 1978 there were approximately 24,000 available slots, leaving a lack of 14,000 places for children in need of day care.

There are three types of licensed day care facilities for families who qualify for child care assistance from the Department of Human Resources. There are centers operated directly by the Division of Social Services, privately operated group day care centers, and family day care homes.

The purchase of care group day care facilities have recently documented two major areas of difficulty. The first naturally is money. The current reimbursement rate is $7.50 per day per child, a figure that does not represent the value of services delivered to the children since there are usually other factors to consider such as donated space, volunteer time, and salaries paid by other charitable organizations. The true costs are perhaps as high as $9.20 per child per day.

The second problem of purchase of group care centers revolves around the many procedural difficulties faced when dealing with the Department of Human Resources. The state provides no clear guidelines to centers regarding the requirements for fiscal record keeping, allowable and reasonable expenses, and budget and cost statement preparation. Rules are arbitrarily set, and are on occasion handed down to the centers after the fact.

The plight of the family day care provider who accepts purchase of care from the Department is also dismal. The provider must meet stringent health, safety and child care standards. In return the Department pays $4.75 per day, per child for a maximum of 4 children. If the provider cares for the child from six and one-half hours to ten hours a day the pay is less than $.48 per hour for the care, nurturing and feeding of that child. If a provider has the maximum number of children for the maximum hours per week for 52 weeks, the maximum GROSS earnings will be $4940.00, less per hour than one would pay a teen-age baby sitter!

Because of the problems stated here, many purchase of care centers and family providers no longer will take purchase of care children. The program is needed badly, but there must be increased financial support and a real commitment throughout the Department to make it work.

The day care centers run by the Division of Social Services have problems also. The cost of care in the DSS centers is significantly higher than the other two resources for care. For that reason the State declared a moratorium on the establishment of additional DSS centers to provide time to study the question. The real reason for lower cost has already been explained. Family day care providers are working at less than minimum wage, and the private day care centers are operating within the rates provided them only when there are substantial donations of staff and space. In effect the private sector is subsidizing the major portion of day care for low income families in Maryland.

The Maryland Committee for Children recommends re-evaluation of the manner in which payments for care are calculated and the development and implementation of consistent guidelines for purchase of care providers. We feel a strong need for revamping of the structure and orientation of the Day Care Service within the Social Services Administration.

The day care budget itself is complicated by the two types of federal money that comes into the state. I would like to point out here that the Maryland Committee for Children has worked for years in Washington to get Federal money for day care, only to find that once it gets here we have no tracing system to use to find out where it is being spent. The single sheet titled Title XX Day Care Funding that you have been given illustrates this dilemma. During the fiscal year of 77, 78 and 79 the Department of Human Resources has budgeted a total of $34,363,346 of Title XX money to eligible families. This is the money that is matched 75-25 by the state. During the same three years, the Federal government provided the Department with an additional $11,400,000 of 100% Title XX Federal funds to be used for day care. If one looks at the actual spending for day care during FY 77 and 78, and the projected costs fo FY 79, one finds that $9,189,290 or 80% of the available funds for day care cannot be located in any of the accounts for day care spending. In 1977 what happened to the $3,311,296? In 1978 what happened to $3,547,433? This year what is happening to $2,329,660?

The additional FederalTitle XX grant of 3.8 million will come into Maryland again in FY 1980. The intent of Congress was to increase and enhance day care services for Title XX eligible families. We have to ask what happened to the 80% that we cannot account for.

Athough Federal funds may account for more than half of the funds available to a particular department, only some of these funds are included in the state budget. Many millions of dollars come into the state each year without the legislature's knowledge or review. In addition past governors have been known to use Federal dollars to take the place of previously allocated state dollars.

It is essential for those of you in the legislature to mandate the executive branch to provide you with line item budgets for all Federal funds that come into the state. In this way the legislature will be able to hold the executive branch accountable just as the voters hold the legislature accountable for their decisions which affect the quality and quantity of programs for children.

We respectfully request that the utmost consideration be given to our recommendations.

1. That the Maryland General Assembly direct the Governor to make available $3,800,000 in his supplemental budget to fund the

needed increases in rates and amounts of day care services.
2. That the Department of Human Resources be mandated to re-evaluate the manner in which payments for child care are calculated [illegible] to develop and implement consistent guidelines for child care , and revamp the structure and orientation of day care services within the Social Services Administraion.

We also recommend that the General Assembly direct the Department of Budget and Fiscal Planning to provide the legislature with line-item budgets for all Federal funds coming into Maryland, and that the General Assembly take the necessary steps to strengthen its own role in the budget making process and in legislative oversight.

II. Correspondence

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-164031(1)

February 28, 1979

The Honorable Harrison A. Williams, Jr.
Chairman, Committee on Human Resources
United States Senate

Dear Mr. Chairman:

We refer to your letter dated January 29, 1979, requesting comments on S. 4, a bill to provide assistance and coordination in the provision of child-care services for children living in homes with working parents and for other purposes.

We have recently completed a review of early childhood and family development programs and on February 6, 1979, we issued our report entitled "Early Childhood and Family Development Programs Improve the Quality of Life for Low-Income Families" (HRD-79-40). Our report shows that early childhood and family development programs for low-income families are needed and that they can result in reduced health, social, and educational problems in young children that are expensive and difficult to overcone in later years. The following information on early childhood and family development programs is highlighted in the digest of our report.

About 3.7 million young children are badly in need of help to attain an opportunity to lead successful and healthy lives. Many young children receive inadequate care. Consider the following:

--In 1975 about 89,000 women who gave birth received little or no prenatal care, thereby greatly increasing the risk of mental retardation in the newborn. Health experts have estimated that 75 percent of the incidence of mental retardation can be attributed to adverse environmental conditions during early childhood.

--Millions of children suffer from poor nutrition, a lack of immunization, abuse, neglect, and undiagnosed learning disabilities.

HR9-BILL-1

- --Low-income children as a group perform significantly worse in school than other children. The Department of Health, Education, and Welfare (HEW) estimates that 25 percent will drop out before obtaining their high school diplomas. Children who fail in school may turn to delinquent behavior.

Research completed in 1977 indicates that developmental programs for low-income children during their first 4 years of life

- --produced lasting, significant gains;
- --helped them to perform significantly better in school than control groups of children who had no early childhood development programs; and
- --were most effective when the child starts at a young age and when parents are closely involved in the program.

The research also showed that parents were receptive to and enthusiastically supported such programs.

Only a small percentage of children and families needing services receive them. Head Start is the largest comprehensive child development program; however, it served only about 402,000 children in fiscal year 1978, and it is basically limited to children between 3 and 5 years old. State and local comprehensive programs in early childhood and family development are extremely limited for children 4 years old and under.

HEW has demonstrated an effective program in early childhood and family development with the Child and Family Resource Program. This program provides services to low-income families and their children from the prenatal period through 8 years. The program is comprehensive and provides services under four major components: family social services, early childhood education, health screening and services, and parental involvement.

The costs of early childhood and family development programs would vary, depending on how the programs were implemented and on community needs and resources. Based on our review of Child and Family Resource Programs, we found that these comprehensive programs cost about $1,890 per year per family and up to $1,154 in costs incurred by outside agencies that provide services to families referred by the program.

In our report, we state that we believe the following implementation factors need to be considered for an effective early childhood and family development program:

1. The program should provide or secure comprehensive services, with emphasis on prevention. The health, nutritional, and social services needs of families should be met if child and family development programs are to achieve maximum effectiveness.
2. The program design should give flexibility to local program staff to implement special efforts to meet the unique needs of families in a specific community.
3. The program should supplement rather than duplicate existing community resources. For maximum effectiveness at minimum cost, the program should serve as a link between families and existing support organizations that can provide services to meet family needs or enhance family goal accomplishment.
4. Parents should have an influence on program planning and administration, and parents should be involved directly in the educational/developmental program aimed at improving the development of the young child.
5. Selection and training of staff is very important. The staff must thoroughly understand the program's goals and how their contribution to the program relates to those goals. Program staff need to understand child development and be aware of how the family plays the most important role in a young child's development. Both preservice and inservice training are important.
6. Guidelines or standards should be established to insure that the program is properly administered. A continuous evaluation system should be established to determine program effectiveness.

In our report we state that the Congress should consider this report in its deliberations on any future legislation that authorizes comprehensive child care programs and that if such legislation is enacted, it should require that the programs provide or secure (emphasizing use of existing community resources) comprehensive services for young children and their families who wish to participate, including

--preventive and continual health care and nutrition services,

--family services based on a needs and goals assessment for each family,

--developmental/educational programs for children from birth through preschool years (with recognition that parents are the first and most important educators of their children),

--preschool/elementary school linkage efforts to enhance the continuity of development, and

--programs that involve parents in program activities and give parents an influential role in program planning and management.

Funding comprehensive child care programs should be increased gradually, and evaluations should be made while they are ongoing. The programs should be revised and improved as new and effective techniques pertaining to the development of young children and families are discovered and refined.

S. 4 contains a number of provisions that concern some of the factors needed for an effective early childhood program. In its deliberations on S. 4, we believe that the Committee should consider whether revisions should be made to the bill to more specifically provide that the programs provide or secure, particularly to families in lieu of the children alone, the comprehensive services discussed in our report.

If the Committee believes that programs should be authorized as discussed in our report, we believe that our implementation considerations should be detailed in the Committee's report on S. 4 to insure that its intent in this regard is made a part of the legislative history of the proposed legislation.

We note that section 12(e) of S. 4 would grant the Comptroller General authority to audit the programs and activities carried on under the proposed legislation, but that there is no provision requiring the recipients of financial assistance under the Act to keep the type of records necessary for us to effectively audit the programs and activities concerned. Accordingly, we recommend the following language be included in the Bill:

> "Each recipient of financial assistance under this Act, whether in the form of grants, obligations, or other arrangements, shall keep such records as the Secretary shall prescribe, including records which fully disclose the amount and disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, the amount of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit."

At the request of the Subcommittee on Child and Human Development, we will present testimony on our report at the hearings to be held on S. 4 on March 20, 1979. At that time, we will discuss our report in greater detail and will be available to respond to any questions that the Subcommittee may have on our report and S. 4. Also, in the interim, members of our staff will be available to discuss our report and S. 4 with the Committee and Subcommittee.

We trust that the foregoing information will be of assistance to the Committee.

Sincerely yours,

R.F. Keller

Deputy Comptroller General
of the United States

ncjw
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March 8, 1979

The Honorable Alan Cranston, Chairman
Subcommittee on Child and Human Development
Committee on Human Resources
United States Senate
Washington, D.C. 20510

Dear Senator Cranston:

We want to express our appreciation for the opportunity to be represented by Paula McMartin on the panel of the Ad Hoc Coalition on Child Development at the hearing on S.4 on February 21, 1979.

Over the years the National Council of Jewish Women has expressed support for an increased federal role in child day care and in expanded efforts to strengthen the family. We recognize that such a federal role can make available support services chosen voluntarily by families to meet their own needs, without interference with the rights and responsibilities of parents for the rearing of their children. We also recognize the need for adequate child care standards to protect the child, the parent and the provider, as well as to ensure accountability for the federal funds expended.

Before the close of the hearing record on S.4, we hope to submit comments on specific aspects of the bill.

We appreciate your concern for children and families demonstrated in your efforts to develop a Child Care Act and to have start-up funds included in the budget ceiling for FY '80.

Sincerely yours,

Esther R. Landa

Esther R. Landa
National President

ERL:rg

OUR 85th YEAR · NATIONAL BIENNIAL CONVENTION · MARCH 12-15, 1979, DALLAS, TEXAS

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Buenos Aires, C.F. Argentina

March 8, 1979

Honorable Alan Cranston
Senate Subcommittee on Child and
Human Development
Room 624
Immigration Building
United States Senate
Washington, D.C. 20510

Dear Senator Cranston:

It was a pleasure to appear before you to testify on the proposed "Child Care Act of 1979." As requested, this letter is in response to the two questions you asked at that time.

The American Academy of Pediatrics' position on a reasonable authorization level and on practical plans for incremental implementation of S.4 is that the effort should be phased-in over a 5 year period with funding during the first year to provide services to 20 per cent of the presently unserved population. Increases in funding should be adjusted to provide services to the remaining unserved population in a step-wise manner in the subsequent years.

In response to your second question, while we believe that planning, technical assistance and improved licensing have been substantially stimulated by Title XX and FIDCR revision, much remains to be done. There should be concommitant development of these administrative and supportive elements to child care services at a proportionate level to the increasing availability of child care services. Funding to increase service availability should not be delayed.

The Academy is pleased to be able to work with you and your staff on this most important issue.

Sincerely yours,

Susan S. Aronson/MD
Susan S. Aronson, M.D., F.A.A.P.

naeyc

National Association for the Education of Young Children 1834 Connecticut Avenue, N.W., Washington, D.C. 20009 (202) 232-8777

March 12, 1979

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The Honorable Alan Cranston
Chairman
Subcommittee on Child and Human Development
of the United States Senate Committee on
Human Resources
United States Senate
4230 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Cranston:

The National Association for the Education of Young Children's (NAEYC) Commission on Child Care Licensing and Regulation commends you for filing the first legislation to support day care licensing through federal financial assistance, technical assistance, training, and guidance materials (Senate Bill 4). Despite the heated Congressional controversy on the quality of federally supported day care, there has been little national leadership or support for those whose responsibility it is to enforce child care regulations.

Enforcement of day care licensing requirements is important because it can protect all children in child care programs, not just those children subsidized by federal funds. Licensing staff need to know child development and the specifics of establishing and operating child care programs. However, they also need knowledge about effective and fair law enforcement, rights of licensees, and the process of legal sanctions to effectively move against programs that fail to meet standards and must be forced to cease operation. This information has seldom been offered to licensing personnel in any systematic way.

Federally financed training and technical assistance will help build an effective child care licensing program in every state. We support provision of financial aid to states for inservice training. It is also imperative that funds for this training go to the state agency responsible for licensing. Greater consistency of licensing requirements and procedures will result if personnel from several states are trained together. The National Association for Regulatory Administration could assist the advisory group that would be established upon passage of Senate Bill 4 in developing procedures for selection of colleges or other organizations to do this training. We recommend one annual national seminar on day care licensing, and from five to ten annual regional seminars, supported with federal funds, to provide training for licensing personnel.

Further federal assistance is needed to expand licensing enforcement to forms of child care in addition to centers and the fraction of family day care homes that are presently licensed. We welcome your recognition of this need in Senate Bill 4. We encourage you to broaden the Bill to include "Licensing and other forms of regulation," thus assuring that narrow interpretation would not inhibit new and innovative ways of regulation.

For example, some types of child care (including publicly operated programs) are not subject to licensure. These programs should be subject to some other form of regulation to guarantee the same level of quality that private programs must achieve. Another example is found in states that are successfully experimenting with new and creative approaches to the regulation of family day care that will reach many more homes than traditional licensing practices can. Improved regulation of these and other child care programs can be accomplished with federal support such as that provided by Senate Bill 4.

Our support for the excellent licensing provisions in Senate Bill 4 is endorsed by the Governing Board of NAEYC. We will be urging our colleagues to support passage of Senate Bill 4. We feel it has great potential for improving the quality of child care in this country.

Sincerely yours,

Mae Lorber

Mae Lorber, Chairperson
Child Care Commission on Licensing
and Regulation
National Association for the Education
of Young Children

ML:sg

cc: Jan McCarthy, NAEYC President
Marilyn M. Smith, NAEYC Executive Director
NAEYC Child Care Licensing & Regulation Commission
- Mae Lorber, Chair
- Herman L. Cook
- Gwen Morgan
- Shirley A. Norris
- Richard E. Orton
- Margaret H. Sanstad

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National Association for the Education of Young Children 1834 Connecticut Avenue, N.W., Washington, D.C. 20009 (202) 232-8777

March 13, 1979

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The Honorable Alan Cranston
Chairman
Subcommittee on Child and Human Development of the
United States Senate Committee on Human Resources
United States Senate
4230 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Cranston:

The Governing Board of the National Association for the Education of Young Children (NAEYC) has voted unanimous support for the child care initiatives embraced in Senate Bill 4, "The Child Care Act of 1979." This Board represents the membership of NAEYC which consists of 31,000 individuals dedicated to the purpose of serving and acting on behalf of the needs and rights of young children. The professional activities of NAEYC members take many forms: teaching, administration, training, research, etc. -- but in all cases, their jobs place them in close communication with families in need of services to assist them in their child nurturing role. For most American families, the motivation to provide well for their children is not the major problem. The problem arises around limited options and resources available to families to assist them in providing those experiences and opportunities which will contribute to the healthy, constructive development of their child(ren). The Child Care Act of 1979 could effectively stimulate the collaboration of the resources of families, communities, and the helping professions to better serve America's children.

The NAEYC membership respects the importance of the quality of the experiences available to children in their early years. When families must use child care for their young children, they need options of programs with--

- developmentally appropriate activities,
- adult/child interactions, and

- child/child interactions,

which facilitate rather than inhibit the fulfillment of each child's potentiality. The NAEYC Board has developed a set of Principles for Child Development Legislation (copy enclosed) which reflect these values. We were pleased to find that many of the concepts in NAEYC's Principles are also found in Senate Bill 4.

We commend you for the leadership you are providing for this legislation which, in our estimation, ranks high in priority in terms of its relevance to the future of this nation. We are giving heavy emphasis to keeping the NAEYC membership informed regarding work on this Bill and assure you that you and other members of Congress will be receiving many communications from these members regarding this important Act.

Sincerely yours,

Jan McCarthy

Jan McCarthy
NAEYC President

JMc:rs

Enclosure

cc: NAEYC Governing Board
Marilyn M. Smith, NAEYC Executive Director

naeyc

National Association for the Education of Young Children 1834 Connecticut Avenue N.W. Washington D.C. 20009 (202) 232-8777

2/79

National Association for the Education of Young Children Principles for Child Development Legislation

1. That programs must be of high quality, comprehensive and developmental, oriented to the needs of children and available to all children.
2. That parents must be directly involved in policy decisions affecting their own children.
3. That programs must be flexible enough to meet individual community needs.
4. That programs must be designed to include children with a variety of socioeconomic backgrounds.
5. That adequate protections must be provided to assure that the needs of minority groups, economically disadvantaged and handicapped children are met.
6. That communities have the option of choosing sponsors who demonstrate the ability to provide quality child development/child care programs reflecting the needs of individual children, their families and their communities.
7. That this nation must make a substantial commitment of new public funds to begin to meet the compelling and immediate need for these services.

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Robert H. Tatum, Chairman
W. Terry Ward, Executive Director

March 5, 1979

Senator Alan Cranston
Senate Office Building
Washington, D. C. 20510

Dear Senator Cranston:

I have carefully read S. 4, "A bill to provide assistance and coordination in the provision of child care services for children living in homes with working parents and other purposes."

I commend the philosophy motivating this legislation and am particularly excited by the inclusion of those statements reflective of the continuing right of parents to be involved in all decisions affecting child rearing. I am particularly excited by the statement in Section 2 (b) that recognizes this parental role and by the Section 3, which explicity protects parental rights.

I am concerned that the broad power given to the secretary to develop regulations and a model licensing statute to be adopted by states may result in standards that are not cost effective in meeting the needs of children. Those standards which are mentioned at Section 5 (c) (1), could result in applying child-staff ratios, which become excessively costly to a provider. It does not seem that there is sufficient protection to the providers for an opportunity to participate in the regulation making beyond the normal requirements of the Federal Register Publication. At the very least, a series of public hearings held throughout the nation should precede adoption and promulgation of the final standards.

I am excited by the provision in Section 8, relative to Training and Technical Assistance, that the secretary may make grants or enter into contracts with not only the academic world and state or local agencies, but also with private organizations. Many of us in the field who have been providing services for many years could quite capably provide pre-service and in-service training to new child care programs, particularly the small operators. Section 8 (a) (1) could perhaps be strengthened in that regard by encouraging that private non-profit organizations with prior experience in child care services should be utilized as providers of training and technical assistance. This would include not only Head Start Programs, but other child care programs currently being operated by Community Action Agencies or similar community based organizations.

At two points of the legislation, both in the description of the composition of the state advisory panel and of the national advisory panel, the minimum percentage of parents of children involved in covered services, is set at 25 percent. In keeping with the philosophy of maximum feasible participation of consumers of service, I would recommend that the percentage be raised 33 1/3 percent for both the state and the national panel, particularly bearing in mind that both levels of panels are advisory and not decision making.

The section on demonstration projects mentions in particular nighttime care in the other groups of children needing services. Perhaps nighttime care should be included at other places in the proposed legislation where the groups of children needing special services are mentioned.

In Section 14 of the proposed legislation, there is a provision for federal maintenance of effort in that funds may not be appropriated unless the appropriations for Head Start are at least equal to those funds appropriated for fiscal year 1979. I recommend that a similar provision for maintenance of effort be included for other federal programs currently providing child care, since it does not seem to be the purpose of this legislation to consolidate existing programs or repeal their authorizations, but rather to expand and supplement current activities.

The definition of child used in Section 13 of the Act as any individual who has not obtained the age of fifteen seems somewhat arbitrary. In many states a child is considered to be any person who has not reached the age of eighteen. In some states children who have reached the age of fourteen are permitted to be employed. Many states require compulsory school attendance through age sixteen. For that reason I would suggest that the definition of child either be raised to individuals who are to include all individuals who have not reached the age of eighteen or that it be rewritten so as not to be based on the obtainment of any specific age.

I was particularly impressed by those phrases in Section 8 which spoke of recruiting and training low-income parents for child care positions. This statement of purpose meets several worthy objectives: greater employment opportunity for low-income persons, greater involvement of parents in child rearing and child care, and a better targeting of national resources in areas where the need is most acute.

I would suggest that in Section 8 (a) (2), provision be made that the secretary may make grants and enter into contracts for purposes of providing the technical assistance referred in that sub-section.

I would recommend that in Section 12, concerning review and evaluation, there should be provision for coordination with the Community Services Administration which has authority under Title IX of the Economic Opprotunity Act of 1964 as amended to conduct evaluations of all programs affecting low-income persons within the United States.

I would suggest that in Section 14, the section on the authorization of appropriations, the secretary be given greater discretionary authority relative to the making of grants under Section 6, 7, and 8 of the Act. For example, more funds may be needed for licensing assistance to states in the first years of the Act and the need may be diminished in subsequent years. Greater flexibility of the secretary for that purpose could easily be made by combining the fifteen percent for grants relative to Section 6, 7, and 8 (a).

Section 4 (a) (10) could perhaps be amended to include language providing for the meaningful involvement not only of parents, but also of existing child care providers and community based organizations in state and local planning, monitoring, and evaluations of programs and services.

Section 4 (a) (11) should perhaps be amended to provide not only for maintenance of federal effort, but also maintenance of state effort so that funds provided under the site would not replace state funded programs.

I believe that this is a worthy bill and hope that it is passed during this session of congress.

Sincerely,

W Terry Ward

W. Terry Ward
Executive Director

WTW:jb

cc: Committee on Human Resources

MARYLAND COMMITTEE FOR CHILDREN, INC.
2511 N. Charles Street / Baltimore, Maryland 21218 / (301) 243-7040

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March 22, 1979

The Honorable Alan Cranston
Chairman,
Sub-Committee on Child and Human Development
Senate Office Building
Washington, D.C. 20510

Dear Senator Cranston,

The Board of the Maryland Committee for Children has authorized us to write to you to express our chagrin and deep disappointment that you cancelled the hearing on The Child Care Act of 1979, and are not actively pursuing its passage. We hope that you can be persuaded to pick up the initiative again, and to make an important contribution to the lives of children, families, and the future of this country. We were encouraged, elated, when you introduced the Child Care Act of 1979. Finally, children had a champion again in Congress! There was hope in the day care community, and among the millions of American mothers who see their children deprived of a chance in life. We are deeply concerned about the future for children, families and the United States if this Bill does not pass and funds are not available, soon.

The Maryland Committee for Children is a private, non-profit, voluntary organization which works to enrich the lives of young children in preschool programs through provision of training and other supports for staff who work with them. In the last year, approximately 2,000 teachers, aides and directors took part in our training programs. Nearly 1,000 used reSTORE, our recycling center for surplus industrial goods which can be used in learning activities for children. We have an active and effective Public Policy Committee. Our membership is climbing, and we are moving soon into larger headquarters in the Baltimore Inner Harbour area, where we expect to be able to reach and provide services to many more citizens, parents and professionals alike.

We have a broad view of what is going on in Maryland. We see that many of our best day care directors, worn out with the battle for sufficient funds to provide good programs for children, and seeing no hope on the horizon, are quitting the field. We see family day care mothers being underpaid and overworked, threatening to strike. We see huge waiting lists of mothers desperate to find some - any - arrangements for their youngsters, perhaps not realizing that developmental experiences are crucial to promote intellectual, social and emotional growth. Staff in marginal centers or family day care homes simply cannot provide the kind of care they would like to give -- and which your Bill would begin to make possible.

There is a desperation abroad in the United States. It is the desperation of parents who cannot make ends meet without working, but cannot do justice by their children if they do, because there is not enough quality day care even if they can afford to pay for it, and there is almost no day care for those who cannot afford to pay for it in full. The extra Title XX day care money has not been used for day care services. We enclose copies of our testimony and position paper on the diversion of Title XX funds from children's services in Maryland. We hope to get additional funds for Title XX day care monies this year, but it will still be far from enough. Other states do not have as active and informed a group. We, and they, need the Child Care Act of 1979.

We hope that America can invest in its children, can provide programs which will prevent damage and encourage healthy development of children. If America does not provide quality programs for its children now, IN TIME, while the foundations of later development are laid, we can expect larger numbers of children who must be supported, institutionalized or incarcerated.

Sincerely,
Barbara Hoffman
Barbara Hoffman
Chairman, Public Policy Committee

Therese W. Lansburgh
Therese W. Lansburgh
Honorary President,
National Representative on Public Policy

Mary –
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put copy
in [illegible]

The Governor's Council On
Children, Youth and Families
1910 W. Jefferson, Phoenix, Arizona 85007
(602) 255-3191

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March 15, 1979

The Honorable Alan Cranston
Chairman, Senate Subcommittee on
Child and Human Development
Dirksen Senate Office Building
Room 4230
Washington, D.C. 20510

Dear Senator Cranston:

The Governor's Council on Children, Youth and Families has since 1974 been consistently concerned with the problems that confront children and youth in Arizona. As a Council charged with the responsibility to coordinate, assess, and promote quality services to children, youth, and families in the state, the Council has developed an information exchange system which includes over 2000 individuals and over 260 organizations and agencies statewide. Through the cooperative efforts of many of these groups and individuals, substantial changes have occurred for the improvement of services and programs which have an impact on children, youth, and families.

We would like to express our appreciation to you and to the other sponsors of the bill, Senators Williams, Reigle and McGovern, for responding to one of our nation's most urgent needs. The provisions of S4 are a thoughtful and wise response to a difficult problem that has persisted now for many years -- to the detriment of children, their families, and the nation.

We hope the bill will receive favorable action and will provide for authorization levels sufficient to alleviate, to an appreciable extent, the child care needs of low-income, working parents.

The provisions of the Child Care Act of 1979 will reinforce the progress that has already been made at the state level and will strengthen ongoing efforts to further improve the coordination and planning of children's services. When federal legislation supports planning and coordination, as S4 does, it greatly strengthens the work of those who are involved in developing a comprehensive and coordinated state plan for child and family services that can be effectively implemented.

The provisions of S4 will help states upgrade their present licensing systems and that, too, will be highly beneficial. Licensing is typically controversial -- proposed changes in licensing provisions at the state level are normally the eye of a storm. Improvements come slowly and only after lengthy debate. The provision of federal funds to help states upgrade their licensing provisions will serve as an incentive for greater and faster improvement.

While licensing improvements are often difficult of achievement (particularly when available child care is extremely limited in terms of demand) there is a growing body of information available that can help to bring about major improvements in a relatively short period of time. If the provision of federal assistance for day care is tied to meeting state licensing requirements, and if federal incentives are provided to upgrade those requirements, dramatic progress is highly probable. Progress of this nature will be directly beneficial to all children in licensed child care facilities -- not just those children assisted by the federal government.

The provisions of the bill that relate to needs assessment are also commendable.

The bill's emphasis on giving special consideration to those facilities that provide care for special needs children and for a mixture of children from different economic backgrounds has been a long-standing goal of our organization. The tendency in this country to provide segregated child care facilities -- publicly supported facilities for low-income, disadvantaged children -- is antithetical to all of our efforts to desegregate schools, to mainstream the handicapped, to, in general terms, provide for equal opportunity for all children. Every effort must be made to assure that child care facilities also include in their enrollments a diversified mix of children, including a percentage of children who have special needs.

Finally, we would like to commend those provisions in the bill that would result in parent/public involvement in the planning of children's services.

The Governor's Council has consistently emphasized the necessity of wide-spread involvement of the groups listed in the bill (parents, child care providers and professionals in the field of child development) as essential to the development of effective and realistic plans at all levels of government.

The provisions of S4, if fully implemented, would result in major improvements in the delivery of services and in the lives of children and their families. At a time when the need for child care is critical, it is commendable that the bill does not deliberately discourage the provision of services by any qualified provider -- whether they are in a public school setting or a for-profit center -- if they are willing and able to provide quality child care. The emphasis on the professional development of child care providers is appropriate and needed.

Conceptually, the bill is exemplary and it has our support. The bill has provided for, in a sense, an idealized approach to the provision of child care and, although some aspects of the bill may be costly, costs can be held to reasonable levels.

For example, at the state level, it can be costly to conduct an adequate and sophisticated needs assessment, and to maintain necessary evaluation data as a plan is being implemented. Similarly, it can be extremely expensive to provide an adequate program of professional development, statewide, for child care providers. Because of limited resources, states have found cost-effective ways of conducting needs assessments, sometimes with the help of volunteers, and of providing staff development programs through the creative use of television and through cooperative agreements with post-secondary institutions. The fact remains, however, that significant costs are involved. It will be necessary to review some of these costs when funding levels are under discussion to assure that an appropriate balance is struck between improving the delivery of services, on the one hand, and providing urgently needed child care services on the other so that legislated requirements are reasonable in terms of total expenditure levels.

The Child Care Act of 1979 represents many years of debate and thoughtful reflection. Federal assistance for child care is of utmost importance and this particular form of assistance -- to low, or middle income working parents -- is critical in both economic and human terms. The fact that the provisions would also serve to strengthen and improve the existing delivery of all child and family services is an impressive added argument for its enactment. We fully support the provisions of S4 and commend its sponsors for introducing an important and urgently needed legislative proposal.

Sincerely,

Rob Beckett

Robert Beckett, Chairperson
Governor's Council on Children,
Youth and Families

RB:jh

COPY

March 9, 1979

Sen. Gordon Humphrey
Senate Office Bldg.
Washington, D.C. 20515

Dear Senator Humphrey:

Re: Child Care Act of 1979 - S.4

Please include the following testimony in the record of the hearings on the above-mentioned legislation.

I wish to oppose the passage of S.4, the Child Care Act of 1979 for the following reasons:

1. Child care is a totally inappropriate area for Federal involvement. The numerous references in this bill to the role of the states to rubber stamp federal programs clearly indicates that the extent of federal involvement is more than just in the nature of funding. The Secretary of HEW is authorized to provide technical assistance to States in planning, developing, and conducting child-care services.

2. While paying obsequious obeisance to the protection of parental rights, this bill does not clearly define the term "parent" and only states "parent includes" without specifying the full scope of what "parent" includes.

3. No specific amount of appropriations are mentioned in this bill, but instead "such sums as MAY be necessary." While taxpayers are asking for a federally balanced budget, it seems inconceivable that such fiscally irresponsible legislation could be considered for passage.

4. Standards to be applied to programs receiving funds under this act are not to be prepared until after enactment of the legislation. This seems to be a reversal of the proper order of action. In other words, Congress is expected to enact legislation without full knowledge of the implications of such legislation.

5. This bill does not eliminate "overlapping and excessive red tape since it states that funds will be used to supplement and not supplant existing funds.

6. This bill interferes with private enterprise by providing for federal licensing regulations and controls of private day care providers.

By stating "nothing in this Act shall be construed to authorise any public agency or private organization or any individual associated therewith to interfere with, or to intervene in, any child-rearing decision of parents," this legislation provides its own self-protection, but does not protect the rights of parents.

Recognizing that the parent is and must continue to be the primary influence in the life of the child and that the parent has the responsibility for decisions on how the child will be raised, I therefore, respectfully submit that the passage of S.4 will substantially interfere with parental rights, the rights of the states, and the rights of private child care providers. In order to strengthen the functioning of families by seeking to assure that parents are not forced by federal controls to place their child in an undesirable federally funded child care facility, I strongly OPPOSE the passage of the Child Care Act of 1979 - S.4.

Sincerely,

Mrs Marvis Kemp

Mrs. Marvis Kemp
8907 Gothic Way
Everett, WA 98204

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Human Development Services
Administration for Children, Youth and Families
WASHINGTON, D.C. 20201

OCT -5 1979

Honorable Alan Cranston
United States Senate
Washington, D.C. 20510

Dear Senator Cranston:

Thank you for sharing the March 12, 1979 letter from Mrs. Evelyn Barnes, Malta, Idaho with us.

We are aware of Mrs. Barnes' concerns about her Head Start experience and did send national staff to the Head Start Leadership Development Program in Lawrence, Kansas in 1970 to investigate her report. Needless to say, there was disagreement as to the validity of her report at that time and since the Leadership Development Program was discontinued in 1972 we have no way of obtaining current information on this report.

The Head Start training program has undergone major revisions over the years and we no longer send staff from local communities to universities for residential training. Instead, staff enroll in regular academic courses at the college or university nearest to them. The Head Start training is also aimed at preparing participants to receive the Child Development Associate Credential as described in the enclosed brochures.

We appreciate your interest in the Head Start program and hope that you will let us know if we can be of further assistance.

Sincerely,

Herschel Saucier
Acting Commissioner, Administration for
Children, Youth and Families

Enclosures

Malta, Idaho
March 12, 1979

Senate Committee on Human Resources and
The Sub-Committee on Child and Human Development
U. S. Senate
Washington D. C. 20510

Dear Honorable Senator Cranston:

I want to make a written comment to your Sub-Committee in lieu of appearing at your hearings in person to state my opposition to S. 4 The Child Care Act of 1979.

The 96th Congress of the United States of America was elected with a mandate by the American people to cut down on federal spending and on government interference in American citizens lives at every level. S. 4 with it's open-ended funding is in direct contradiction to this mandate.

With S. 4 as in every other federal Child Care bill the direct benefits of Congress intent never reach the real child in need but benefit the promoters of such bills in ways of jobs, salaries and other administrative costs, etc.

All federal Child Care bills leaves the innocent child vulnerable to the many varieties of "experts" now abound in the land..... to the far-out psychologists, behavioralists, humanists who say man needs no one but himself and the social-planners who want to create their own docile citizen without the traditional American morals.....and the not very tender mercies of any other "expert" who might be in ascendancy. Children are precious individuals, too precious to be objects to any federal manipulation. Parents may not have doctorates but children are much safer in their care than any federally funded employ.

I include my affidavit of my experience in the federally funded Headstart program as an example.

In sum I am unequivocably opposed to S. 4 and any other federal Child Care bills in the future.

Thank you for your consideration.

Sincerely,
A Mother, An American Citizen and a Teacher
Mrs. Evelyn Barnes
Mrs. Evelyn Barnes

AFFIDAVIT

I, Evelyn Barnes, a resident of Bridge, Idaho, being first duly sworn, do depose and say that I am a citizen of the United States, the wife of Paul Dean Barnes, the mother of four children, and that since October, 1968, I have been a Head Start Teacher's aid at Malta, Idaho.

I further depose and say that on January 4, 1970, I enplaned at Salt Lake City, Utah, for Lawrence, Kansas, to take a Head Start Leadership Development program. I was to receive $135.00 a week for this training, plus all my expenses for travel as well as board, lodging, tuition and books at the University of Kansas. I was told I would receive six hours of college credit for my studies in Leadership Development. Since I am working toward a degree in the hope of becoming a teacher this was very interesting to me.

I arrived at the University of Kansas on January 5 and was assigned to Lewis Hall. The courses I was to take were called Child Development and Human Relations.

In the Child Development course the instructor (called a trainer) was Jesse Esqivil, and the Child Development specialist was Mrs. Phyllis Connelly.

In the Human Relations course the instructor was Ed Skaggs.

Each of these classes was to meet every day, except when there were other activities. Goals for these classes were to be that we would be (1) Better Organizers, (2) More Deft in the Training Areas, and (3) More Aware of Group Processes.

Classes January 6 started at 1 p.m. with Ed Skaggs, Jack Connelly, Phyllis Connelly and Jesse Esqivil present; also Jean Shields.

We were told about the Parent Involvement Program (PIP) which meant that Head Start pupils' parents were to hire and fire the teachers and teachers' aids with no school system involved. There was to be a grant of $250,000.00 to get PIP organized. We were told that the school system must be thrown out of Head Start. (At home at Malta, Idaho, I work under the school system and have found it very desirable and pleasant.)

Later in the class session we had a talk by Dr. Arthur Katz of the School of Social Welfare. He told us that Head Start was not just for children, but for all members of the family. Dr. Katz said the gross national product was around $400 billion dollars, and that we, the poor and the underprivileged, were not getting our share because of The Establishment. "The Establishment" he said, "will not let us out of our poverty. The Establishment is the enemy of poor people, and we must do something about it."

All professional people, Dr. Katz told us, were part of The Establishment. Some people, he told us, would say that socialism was close to communism, but for us not to buy that. Socialism would give us our fair share of the gross national product, and it was up to the poor people to demand a change in the system. Dr. Katz said nothing about our working to earn our fair share of the gross national product.

In getting to know the other students I learned that 85 to 90 per cent of them were welfare recipients.

January 7, I had no classes until 1 p.m. when Child Development in Today's World was in session. Phyllis Connelly was the lecturer. She told us The Establishment was not letting poor children have a better life, and that we must teach children to be more aware of today's world.

We were asked to write every few days on the following questions:

1. How today's world affect me as a person?
2. What is my reaction?
3. Is there any problem?
4. Do you need to deal with it, and if so how?
5. What do you feel you need to do?
6. What are you going to do?

On Thursday, January 9, we had Human Relations class in the morning. Mr. Skaggs told us the PAC (Parent Action Committee) was for parent involvement. The Board of Education, he said, was part of The Establishment and poor people are not usually represented on the Board of Education. Head Start needed to get the Board of Education out of the program.

Friday, January 9, we all went to the Student Union Building for a film and lecture about the grape strikers in Dalano County, California. We were told we had to see this. The grape growers were shown as the villains, the strikers as heroes. The speaker was from the California strikers group and a personal friend of Ceasar Chavez. He was in Lawrence, he said, to get supporters and ask people to help in the boycott.

Next we heard Tex Samples, a liberal theologian, who referred to himself as being in the tinker's trade. His talk was Conflict and Consensus.

A man asked if our group would come hear a lady speaker on Welfare Rights. Jack Connelly said that we would go. We were not asked to vote on whether or not we would go.

Monday, January 12, we had Human Relations in the morning, and Child Development in the afternoon.

Miss Esqivil did say a few words about child environment, but Mrs. Connelly soon took over, telling us how wonderful the Hippie Movement was for our country. She wore a peace sign pendant on a long chain.

Tuesday, January 13, we had Human Relations in the morning, starting T-Group Therapy, which I felt was sensitivity training under another name. We were given a manual for this course - mimeographed. It reads exactly like sensitivity training and I have a copy which I can show anyone interested.

We divided into little groups and discussed each other as part of the T-Group Therapy.

Later in the class we had Dr. Katz to continue his talk about the war on the causes of poverty. He said The System had to give way to include the poor people.

Wednesday, January 14. We were told in Human Relations class about Johari's Window, a sensitivity device.

Mr. Skaggs told us that there in the class we were in our own little world and no one would know what we were doing. "The folk back home won't understand you when you get home," he said. I felt this was probably true when I read in our T-Group Therapy manual that "in the most close (maximum contact) phase, the muscles communicate. Pelvis, thighs and head can be brought into play, arms can encircle."

In the afternoon we had a film for Child Development class...Jenny Is A Good Thing. This is a Head Start film.

Thursday, January 15 - There were no classes on this day in honor of Dr. Martin Luther King.

Friday - January 16. We were told that Human Relations goals were: What is a Leader? Leadership Roles. Problem Solving. How to Deal with Conflict in Ourselves. Our Frustrations. Finding out About Ourselves.

In Child Development class we had a speech by Phyllis Connelly about The Establishment, race, etc. One day she spent a whole class period telling us not to say "blackboard" because it was injurious to the black people, etc.

Monday, January 19, in Human Relations we were asked to look each other eyeball to eyeball, then tell what we were thinking about at this time.

In Child Development we had another lecture by Phyllis Connelly.

Tuesday, January 20, in Child Development we had another lecture by Mrs. Connelly on how to get rid of the school district in Head Start. There was also a short talk on language development.

Wednesday, January 21 - in Human Relations class we stood in a circle (all but me as I can't stand to be touched), and everyone was to shut their eyes and feel the person next to him with their hands.

On this day we were taken in a bus hired by Head Start Leadership Development, to Kansas City to hear the lady speak on Welfare Rights, as outlined in our class of Friday, January 9.

We were almost to Kansas City when Jack Connelly got up in the bus and announced that the woman who was to speak was ill, so we would be part of a demonstration to protest about a song being played over a radio station. We were not asked if we wanted to go.

A PAC (parent Action Committee) is dominated by a community representative, who is superintendent of schools, age 60.
He has a theory regarding people-seen but not heard. A powerful person in the community, and parents are dropping out of meetings.
The Head Start is in the school system. How to get Head Start out of the school system!

Tuesday - February 3. My roommate and I worked in the Head Start center in the morning.

In the afternoon we were told we were required to go hear Sol Alinsky, professional radical. His speech was entitled, "American Revolution Act 2."

This was an assignment. One student asked, "Are we required to go?" Jesse Esqivil said. "Yes, this is an assignment. You are required to go." At no time did we vote on whether or not we wanted to go.

At 8 p.m. we heard Mr. Alinsky.

He said, "What we need is a new society..........the Establishment is the enemy. Once you leave the radical movement you are gone. You might get a job. Conflict is a way of life. Approaching people on a nice basis gets you nowhere. The middle class have the power....The Establishment doesn't listen with its ears....Only with its rears..........You have to organize to break down the middle class. You have to go home and start to organize. Then you become the delegates to the conventions and conferences. You have to organize and get in the system. Do your stuff where you come from. Organize and get stock proxies in your middle class society. This is the only way to break it down."

February 4, Wednesday. We were told we would go to Kansas City to hear lectures all day. We were not told what kind of lectures we were going to hear. Sack lunches were prepared for us and we left by bus at 8 a.m. There was never at any time a vote on whether we wanted to go or not.

All 24 of us were bussed to Kansas City to a medical building. Here a Dr. George Wiley, executive director of the National Welfare Rights Organization spoke to us. He said the goal of the National Welfare Rights Organization was political power. We, as the poor, were only a step away from welfare. If we separate ourselves from welfare and don't identify we not only hurt them, but we hurt ourselves and cut ourselves off from the power. We need political power. Welfare needs more people, and people working for welfare is a good sign. Para professional people like us should get out and organize and get groups to apply pressure on The System. The more you learn about the system and how it works, the better you can organize to fight the system.

"If you don't want to riot right in your own community," Mr. Wiley said, "fine, but you still have the power because you are part of a powerful organization. You can use the threat of a riot right in your own community, because there are riots going on elsewhere."

Dr. Wiley also said, "Benefits from the Welfare Rights Organization should only go to the active members. If you don't join with the Welfare Rights Organization, you don't get the benefits. You have to be active to receive.

"Being a subversive is the best way to help get power."

Our instructors nodded their heads and applauded Dr. Wiley.

At noon time we were bussed to the University of Missouri to hear Dick Gregory.

We were told we would have to pay 75¢ admission fee, but we never could find Ed Skaggs to get our tickets, so we all sat on the floor in the library as part of an over flow group and listened over a loud speaker. This was part of the program for Afro-American week. The program was entitled "The Black Revolution".

Mr. Gregory's language was dirty in the extreme. Among the many things against American people he said was, Baby, we are going to burn America down. He spoke against our flag and our country. It was so terrible I got sick to my stomach.

We had three hours of his ugly, hate filled, nasty talk. In all my life I have never heard such profanity. He spoke against the American Legion, anything and everything patriotic. He said white people had better tell their children they had written them a bad check and it would bounce.

The radio station was housed in a tall building. Some one locked the elevators and closed off the stair wells so we could not get up to the station. In the lobby on the main floor were many people trying to get upstairs. One of their leaders rode with us in the bus to the Kansas City Star. We went in the Star office and demanded to see the editor for an interview. Everyone was singing 'We Shall Overcome." I stood off to one side like I didn't belong to the group. The man who had originally invited us to hear the lady speak was there. Someone said, 'What are we going to do if we don't get what we want?"

The crowd yelled, 'We will tear the place apart."

Then a reporter came up and heard the complaint about the radio station.

After leaving the newspaper office we went to the National Welfare Rights building. We were told how badly the Establishment treated the people on welfare, and how the National Welfare Rights Organization is becoming a power to fight the system.

At this place there were many people who were using filthy language, and there was talk of a demonstration of some kind at the Kansas State capitol at Topeka. Jean Shields from our group said if they needed any help, our group would come to help.

January 22. On this day we went to the Creative Playthings warehouse. Here we saw some interesting toys for children, but I was somewhat alarmed when we were shown some boy and girl dolls with complete sexual parts, so that children could see the different sexual parts of their dolls. I understand there is an effort being made to secure these dolls for Head Start children. It seems to be a bit too much.

We spent the entire morning at this warehouse. There were no classes in the afternoon.

Friday, January 23. Human Relations in the morning. T-Group Therapy. This time we were to name names and tell the group what we didn't like about each other. I did not take part. However, I did observe. There was a great emotional binge, and then the class was dismissed.

We had no more classes that day.

Monday, January 26. Ed Skaggs told us that people from Kansas City would come on Wednesday to evaluate the sessions. We were given an outline in order to make a good impression.

January 27, Tuesday. On this day we visited the Special Education Center at Kansas University. This visit was the most educational thing of the whole training course as far as I was concerned.

There were no classes in the afternoon.

January 28. We arrived at 9 a.m. for Human Relations class. No one showed up to teach us until 10:30 or later. The trainers were with the Kansas City people and the students were being ignored. After 10:30 we were taken upstairs to the staged program for the people from Kansas City.

Then at 2 p.m. we all left for a long week end.

My transportation was paid by plane back to Idaho.

As I got on the plane and thought about the whole training session, it seemed to me we were always being reminded how badly we were being treated by the system, and how we had to get rid of the system before we could get our fair share of the gross national product. This was the theme of the entire program.

Monday, February 2, I returned from Idaho to Lawrence. Only four of us were there for classes out of the 24 students.

My roommate and I worked in the Head Start center in the basement of Jolliffee Hall. The class room was dirty, and smelly, a ghastly place for little children to be. This was the first time I had done any work there with the children.

In the afternoon we had Human Relations class. Ed Skaggs told us how impressed the career people were with the training session they had seen the Wednesday before.

We were given a problem to solve in class.

Gregory's whole talk was hatred for America, but Ed Skaggs and Jack Connelly taped the speech because they thought it was so great.

In the audience were both black and white children, who had been brought to hear the talk. As a teacher this was disturbing to me. I had to leave because I was sick and felt I would like to vomit.

After the Gregory talk we went to hear James Jackson. His jokes were dirty.

Then at 8 p.m. we were shepherded by Jesse Esqivil to hear Father Groppi, the priest from Milwaukee. He said, "No government that does not provide for widows and children has a right to exist." He also said, You folks should go home and vote out the pigs.

Father Groppi also said, "I believe strongly in civil disobedience . . . the church burns draft cards at mass with candles . . . the kids who loot and burn are heroes." He told of the Milwaukee riots, and how the police were the villains. "Bobby Seal," he said, "is a political prisoner. What they did to him was like Nazi Germany . . . . we have to throw out racism and the Churches." About this time the entire audience (except possibly my roommate and I and one or two others) stood up and applauded and cheered.

February 5. We were told on this day to be ready the next day to go to Kansas City and hear more lectures.

I said, "Do I have to go?"

I was told that I did.

I said, I am not going. I will work in the Head Start class."

Mrs. Connelly said, "I'll go tell Ed Skaggs."

I said, "Go right ahead. I am not going to Kansas City to hear more lectures. I have heard all the anti-Americanism I can stand. I have had it. None of you have a plan of government as good or better than our Constitution."

Jesse Esqivil said, "You are just weak. You are a weak person. You are stupid. You have been brain washed by the Establishment that wants to keep you down."

Mrs. Connelly said, "You don't know what you are saying, Evelyn. You just don't know where you are at."

Jesse Esqivil said, "The Americans were worse than the Nazis at the Nurenburg trial."

Mrs. Connelly said, "I will go tell Ed."

When she came back she said I was to see Mr. Skaggs. Before I went in to see Mr. Skaggs, Jesse Esqivil said if I didn't go to Kansas City to hear the lectures, I would have to read three chapters in our text book. We had scarcely opened this book in class or discussed any of the things that we did read because of going off on a tangent about other things. She also said I would have to turn in an essay on Monday on the three chapters. And go see Ed Skaggs.

At 1 p.m. I saw Mr. Skaggs. I told him that all the time I had been at the training session, I had never heard a better plan of government than the one we already had, and our Constitution.

Mr. Skaggs said, "Oh, you are just a classic example of being brain washed by the Establishment and that in the next two weeks I would change my mind . . or else. . "

I said, "I love America. Even with all its faults, I still love America. I came here to learn about children. Children are my love."

Mr. Skaggs told me that Dick Gregory was a close friend of his, and that he and Dick Gregory had both grown up together in the slums of Chicago.

"There is a revolution coming," he said. "You are in power now. But we are going to be in power.

s/Evelyn Barnes (Signed)
Evelyn Barnes

Acknowledged before [illegible] Notary Public on April 7, 1970.

I had an opportunity to observe what happens when Head Start centers are not operated under the public school system, but run by the parents as advocated by my instructors at the Head Start training session.

Besides being very dirty and in disorder, the room smelled of urine. It was also extremely noisy. In fact, it was bedlam. The children were allowed to run everywhere, yell and scream and do as they pleased. They were even allowed to hit the teacher without protest. There was very little effort that I could see to teach the children listening skills, hand-and-eye co-ordination, or anything else. Once the teacher did tell a story, but only those who wanted to listened, the others ran about the room, talking and yelling, and doing whatever they desired.

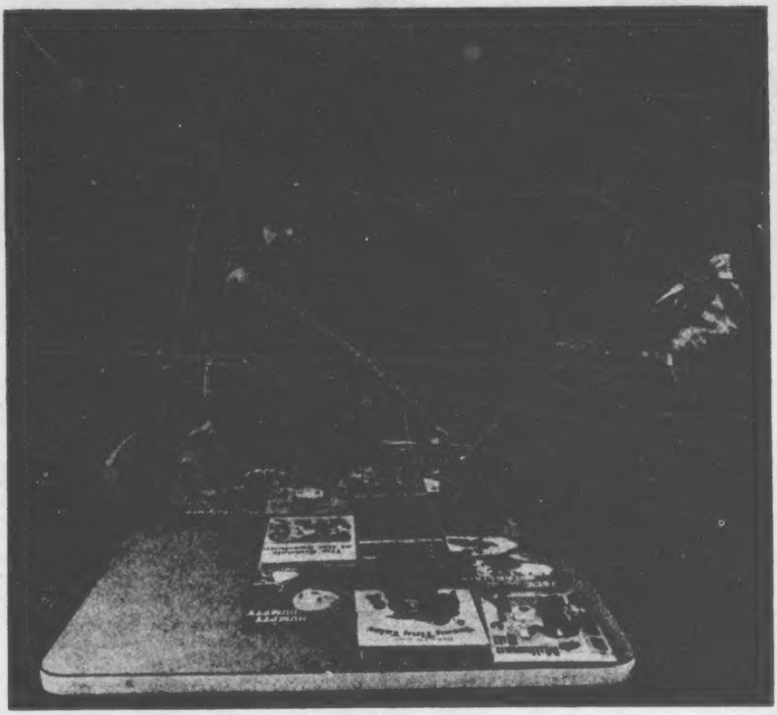
> There was a desperate shortage of materials. There were a few old stubs of crayons, and two old tin cans of dirty, dried up finger paint, just two colors. There were a few disreputable looking books in the room, and a few more in another room, some of which did not seem to me to be suitable. There was a record player but no piano.

The children were mostly ages four to five years. The teacher told me it was impossible to hold the children's attention for a very long period, although I found the little group I had was desperately eager to learn and participate in thesupervised play or any other activities I suggested. Of the four little girls I worked with twice I found not one could co-ordinate her body well enough to walk around the rim of the little sand pile without falling off, an easy feat for the average child.

> The toilets for the children were unfit for human use. One colored lady complained while I was there. She was told to go to the parents. No effort was made that I saw on the part of the staff to clean either the toilets or the room.

I noticed the teacher was wearing the same outfit I had seen him in for a week, a dirty sweat shirt, etc. When we inquired why he didn't dress as a regular teacher should so the children could see how one should be well groomed and clean, he told us that it was more comfortable to dress the way he did, and anyway the children were in poverty and would never get out, and what difference did it make anyway, they didn't expect anything else.

(signed) Evelyn Barnes



In 1970 a movement that would have aided workers and children everywhere culminated in passage of the Comprehensive Child Development Act of 1971 to provide federal funds for child care services for millions of children of the poor and working poor. But the act was vetoed by President Richard Nixon and a subsequent effort, in 1975, failed in Congress.

What happened to that movement? What did it gain and what still needs to be done? And where have all the children gone who needed and would have benefited from child care services?

When that effort began in 1970, 42 percent of all mothers and 32 percent of mothers with children under age six were in the paid labor force, more than double the number than in 1950. This steady rise of working women was greeted with neither policies nor programs to meet the changing needs of their families. While inflation, unemployment and underemployment of male heads of households and an increasing number of female-headed, single-parent families made it an economic necessity for many women to work, finding decent care for their children was a growing problem for them. There had been no major national initiatives providing child care since the end of World War II, when federally funded centers were closed on the assumption that women would return to caring for children in their homes as their men returned to working in a peace-time economy. The social legislation of the 1960s that made some early childhood pro-

ROCHELLE BECK of the Children's Defense Fund is currently working on a book titled, "Who Needs Child Care? Policy Alternatives for the 1980s."

AFL-CIO Federationist -

grams like Head Start available were very limited. They served only a small percentage of those in need and were targeted on the poorest of the poor. Working women were caught: they needed to work to keep their families out of poverty and to keep striving to reach the American dream, and yet they shattered that dream every working day by having to leave their children in inadequate, haphazard and often substandard child care arrangements.

Recognizing that "day care would bring the working mother peace of mind," a broad-based coalition was formed to see that the Comprehensive Child Development Act was passed. The coalition included some 50 national groups, including labor, women's, civil rights, church and civic organizations and child development professionals—all concerned with the quality and quantity of child care in this country. Different groups with different constituencies, and widely differing opinions on other subjects, the members of this Ad Hoc Coalition for Child Development spent many months hammering out agreements to reach the specific goal of child care. Their efforts were rewarded when the bill passed both houses of Congress in 1971.

But Nixon's veto was accompanied by stinging rhetoric about how child care would weaken the American family and communalize American children. Fiscal conservatism and Nixon's reluctance to support a program of social services were strong behind the rhetoric. Child care became neither a law nor a fact of life in 1971.

Nothing changed over the next few years. Women —and especially those with young children—continued to enter the labor force in increasing numbers. There were no new programs and no increases in funds for child care services. In 1975, the same coalition met to urge passage of a bill for child care again, and Sen. Walter F. Mondale (D-Minn.) and Rep. John Brademas (D-Ind.), who had sponsored the bill in 1971, renamed and reintroduced it in 1975 as the Child and Family Services Act. This time, a presidential veto was unnecessary—because it never got a vote in Congress. A massive, well-organized letter-writing campaign flooded lawmakers' desks with promises of voter retaliation if they supported an "un-American," sovietizing threat to American family life such as child care. The claims were distorted and exaggerated and came from only a fraction of the population, but 1975 was a year of trying to limit government spending and legislative initiatives and the Child and Family Services Act never made it out of committee.

Instead, child care was one of many social services amalgamated and funded through the states under Title XX of the Social Security Act. But only the poorest segment of the population was eligible for Title XX, leaving millions of children of working families without services. And meanwhile the numbers of these children were increasing steadily: in 1976, 28.2 million. Women continued to go to work:

in 1976, 49 percent of all women and 40 percent of women with children under age six worked. It didn't even matter that the energetic sponsor of child care legislation was now vice president. Communities' need for child care services went unheeded. Articles in scholarly journals made headlines by showing the lack of demand for child care. One such article, by Suzanne H. Woolsey of the Office of Management and Budget (OMB), labeled child care "the most undignified of political categories: a secondary issue."

As the Ad Hoc Coalition for Child Development regrouped in 1977, it faced a peculiar policy stalemate in Washington—more need and less interest and leadership than ever before for child care.

Several factors contribute to this stalemate. On the "need" side, it is clear that women's intentions to enter the paid labor force are not fickle. In 1978, 53 percent of all women and 44 percent of women with children under age six worked. This means that since 1950, the rate of working mothers has increased 82 percent; the rate for mothers with children under six has tripled; and the largest proportional increases have occurred among married women with children under age three, whose work participation rate rose from 26 percent in 1970 to 38 percent in 1978.

Most women work out of economic necessity and it is not surprising that mothers continue to go to work even if quality child care is not available. In a recent survey, only 3 percent of unemployed women with young children said that their inability to arrange for child care was the reason they were not looking for a job. It is clear that mothers who can work choose to do so because their overall family's best interests are at stake. Arranging for child care is something they cope with once that decision is made.

Ask any working mother about these arrangements, and the likely response is an audible groan. Affluent families may be able to purchase a slot in a center or nursery school or can hire someone to come into their homes during the day. And they benefit from income tax credits which allow 20 percent of child care costs to be deducted. In 1977, two-thirds of all tax expenditures for child care went to families with incomes over $15,000. Poor families may be able to find space in public programs, like Title XX or Head Start. But eligibility for these programs is still limited to the neediest, and only a small number of even their children are served. This year Head Start will reach only 20 percent of the eligible population, leaving 1,000 communities and 1 million needy children unserved.

For all the families in the middle, some sort of care that does not eat up all the woman's earnings must be found. It is a thankless job that adds frustration and guilt to already harried working mothers. It taxes the patience of other family members, who often are called into child care service. In larger families, older children are kept from play or kept out of school to care for younger siblings. In many families, husbands work night shifts and come home to care for toddlers so their wives can work the day shift. The tensions placed on families with these arrangements are enormous, exacting a personal cost that is not calculated in adding up child care expenses. As families move, there is less likely to be a relative nearby, or a longstanding neighbor, or a continuous babysitter a mother can rely on. Doing the best they can, women may report that their child care arrangements at any given time are "satisfactory," but in fact, they are often makeshift, fragile and temporary.

Of course, it is the children who suffer from the vagaries of the day care market and the inaction of government to increase either its supply or quality. And while they do not have a voice to make their needs heard, their numbers are growing. For it is not only the more than 28 million children of working women who may at some time need child care. There are, in addition, children in the 9.7 million single-parent families. Even if the parents stay home, the pressures of raising a family alone may make child care an important service to have available. There are also the handicapped children in 5 million families who could benefit enormously and decrease educational and other remedial expenditures later if their problems were diagnosed and treated in their early years. There are the 500,000 to 750,000 children now in foster care and institutions, whose placement outside their homes might have been prevented if child care were available. There are the more than 10 million children living in abject poverty, and research from programs like Head Start shows they can make real gains from early childhood programs. Finally, there are an unknown number of abused children who might have been spared if their parents had some outlet to turn to when tensions became too great. For too many of these children, the need for child care remains unmet.

On the "inaction" side of the policy stalemate are those who have allowed the popular rhetoric about less government spending to shake their responsibility to provide for the wellbeing of our youngest citizens. The fact that women do make some arrangements for their children is taken to mean that "demand" for service does not exist—even though this conclusion ignores the costs of unstable and inadequate care to the healthy growth and development of the children. That there are some federal dollars for child care is taken to mean that something is being done—even though that "something" is not nearly enough. That some families and some "experts" favor women staying home to care for their children is taken as opposition and controversy—even though this overshadows the current needs of those who must and do work.

The inaction is fed, too, by lack of information and consensus about many important issues in child care. A few years ago, for example, companies in many places set up child care programs, only to have high costs and dwindling enrollments put an end to almost all of them. But should employer-initiated programs be written off as failures? Do we know enough about why they failed? Why were they underused? What can we learn if we ask the right questions about what workers want in a child care program and how those components are best provided? It may be that many parents prefer child care arrangements in their communities rather than in their workplaces, but too many cities have child care programs bulging with children whose working parents want them to be only a few minutes away from them in case of illness or emergency. What specifically are the transportation, convenience, hours and cost factors that make these differences? Until we know more, employers are not likely to move to fill the child care gap.

What does the child care market look like today? According to a recent report by the Congressional Budget Office, the federal government provides more than $2.2 billion a year for child care—either directly through programs or indirectly through tax expenditures. Title XX is the largest federal program assisting child care. Together with matching funds from states, it serves an estimated 800,000 children But the quality and availability of Title XX child care is of great concern. Because Title XX's purpose is to provide necessary services to reduce welfare dependency, eligibility is restricted to low-income families. Child care is just one of several social services Title XX must provide, and hard-pressed state administrators have many incentives to balance competing interests, cut costs and reduce services rather than to serve children well. Because it is a shared program with the states, program data and accountability are uneven—and sometimes unavailable. This largest federal child care program, then, needs careful monitoring and improvement before it can meet larger child care needs.

The second largest program is Head Start. In 1978, the Head Start appropriation was increased for the first time in a decade—to $592 million. Even with this increase, fewer than one-quarter of all eligible children will be served, and they are like those served by Title XX, the neediest of the population. Head Start has served as a model for what center-based care can be—with strong educational, health, social service and parental involvement components that, together with its unique community character, has made it popular and successful. Recent evaluations show that the children who have been in Head Start do better in school and require fewer remedial services later on than similar children who have not been in Head Start.

Still, despite these successes, Head Start reaches too few children. It is still a program targeted on the disadvantaged and, without major increases in its budget, it will not be able to expand to meet overall child care needs.

The other large federal expenditure for child care is tax credits. These help some families defray the costs of child care, but they do not help the working poor to be able to afford child care, nor do they

serve as incentives to increase either the quantity or quality of child care parents now choose from.

What actions are needed? First is the revision of the Federal Interagency Day Care Requirements (FIDCR). Intended to guarantee adequate quality child care, they have been in abeyance since 1975 pending a study of their appropriateness for Title XX day care. The report which HEW Secretary Joseph Califano sent to Congress in July 1978 concluded that the federal government did have a legitimate role to play in regulating Title XX day care and recommended that the FIDCR be revised and enforced. New regulations are currently being formulated, with an expected date for public comment in the spring of 1979.

How quickly this process will be completed, when final regulations will be published, when they will take effect, how comprehensive they will be, and how workable will be the enforcement mechanisms they establish are all open questions. Pressure from some states (which would like federal money with no federal strings), from some administrators (who would like fewer regulations to enforce), and from some providers (who will either lose some profits or find it more difficult to operate) will be strong to dilute or weaken the FIDCR.

Advocates of quality child care must speak out to ensure that there is no weakening of the precedent of federal responsibility for quality child care paid for with federal dollars. The FIDCR can lay important groundwork for quality child care—such as parent involvement; diversity of kinds of care, including center, group and family day care; strong education and health components; sufficient staff and appropriate group size depending on the ages of the children; clear federal guidelines; and active roles for states in helping providers bring their services up to the standards and in making sure that children get the services they need.

Second is the effort to increase incrementally the availability of child care services we now have. This year's Head Start appropriation will need support to keep it at its current level, much less to move it ahead to expand the number of children served. The same is true of Title XX. During 1979, Congress is likely to consider raising the ceiling on Title XX reimbursements or other mechanisms to add funds to increase the services available. A number of critical questions may arise: Should the expenditures for child care be earmarked? Should they be limited? Expanded? Should the FIDCR continue to apply to Title XX child care? Should eligibility be expanded by allowing some families to participate by paying sliding scale fees? Proponents of child care must watch these developments carefully and make sure the interests of children are represented in the ensuing debates.

Third is to encourage leadership where it appears—at the local, state and federal levels. Many state legislators and representatives take pride in their commitment to seeing that the needs of children are not shortchanged, but their dedication must be reinforced. Similarly, the provision of child care is an issue worth discussing with elected officials when they visit their home districts. Those who do not support these services should hear what their constituency wants and needs. At the national level, Sen. Alan Cranston (D-Calif.) has drafted and introduced a bill for child care in the 96th Congress. A national climate of support must be encouraged to help translate that bill into law.

Fourth and last is the task of educating the American public and policymakers about the current need for quality child care. Passage of a comprehensive child development program will not come about solely through moral entreaties, logical arguments, research findings, demonstration projects that have worked, or analyses that show feasibility or cost effectiveness. All these are necessary but not sufficient. Programs are passed when the public makes its preferences known to policymakers. In this case, the public has not been informed or vocal enough about the needs of children.

Where have all the children of working mothers gone when no programs were available? And where have all the other children who desperately needed quality child care gone? Not away. They stayed at home, uncared for, or haphazardly cared for, or cared for at great personal and economic expense, or they wandered the streets, growing up too quickly while policymakers debated, planned and postponed the decision to meet their needs. The same coalition formed almost a decade ago must create the climate in communities all over this country to make quality child care a reality.

Reflections on the People's Lobby

—an interview with Andrew J. Biemiller

Andrew J. Biemiller has been involved in the legislative process most of his adult life—as a member of the Wisconsin legislature in the 1930s, as a two-term congressman in the 1940s, and for the past quarter-century as organized labor's most prominent lobbyist.

His influence on Capitol Hill stemmed only in part from the job title of AFL-CIO director of legislation. To a Congress whose typical member has about five years of seniority, Biemiller brought an institutional memory and a knowledge of congressional rules and procedures that is almost unmatched.

But close as he is to Congress, Andy Biemiller's roots are in the trade union movement—as an organizer and board member of the pre-merger Milwaukee labor council—and he is acutely aware of the limits of legislation.

He has been a part—an important part—of every drive for progressive social legislation in the modern era. But "I don't believe that legislation can cure all social evils, not by a long shot."

The basic impetus for progressive change, "and especially economic change," he says, is "a strong labor movement and effective collective bargaining."

Biemiller is a product of the democratic socialist movement and of Wisconsin's Progressive Party in the time of the LaFollettes. And he is a pragmatic politician who sometimes bemoans the passing of big city machines.

Back in Milwaukee, he will tell you, "we had the damnest organization you ever saw." These days, "only in Chicago."

A few days before his end-of-the-year retirement, Biemiller answered a reporter's questions . . .

THIS ARTICLE is based on comments by AFL-CIO Legislative Director Andrew J. Biemiller in an interview with David L. Perlman, an assistant editor of the AFL-CIO News.

. . . on lobbying and lobbyists:

A lobbyist who misleads a member of Congress is through. Because they really do rely on us for information. In fact, if you're going to be honest and effective, make sure the person you're talking to knows both sides of the argument. You can't ask someone to go out on the floor of the House or Senate with material that you've given him unless he also knows the arguments he's going to run into. . . .

There's no signoff point on a bill you're interested in until it has been signed by the President.

Sometimes a bill is so rewritten in committee that it is almost unrecognizable when it gets to the floor. You have to know the amendments that will be proposed and you've got to have people on the floor who know the issue and are willing to lead the fight. And sometimes the important decisions are made in a House-Senate conference committee. So there's no time that you don't have to be alert.

And even on bills that don't directly involve your interests, you've always got to be on the lookout for amendments that affect the group you're representing. In the Senate, an amendment doesn't even have to have any connection with the legislation that is being considered. You've got to watch it every single inch of the way.

. . . on legislative strategy:

Sometimes you have to gamble. Do you accept a token bill that can be passed or do you keep the issue alive for another Congress?

The Medicare bill is a good case in point. We could have had a very modified Medicare bill in 1964 as a rider to a social security bill. But we took a tremendous chance and scuttled the entire bill on the theory that the 1964 election would turn people

around on the issue. And it did. Wilbur Mills (then chairman of the House Ways & Means Committee) had been fighting us, but he suddenly became the great advocate of Medicare in 1965.

Valuable as Medicare is, it only meets part of the cost. But we finally got things rolling.

. . . on issues and whether the labor lobby loses its effectiveness by being concerned with so much legislation:

Sure, the single-interest issues like abortion or gun control will drive any member of the House or Senate crazy. Remember, you've got people feeling just as strongly on both sides. When you get an organized group on somebody, that hurts. And when you get two or three single-issue groups against you, then you've got problems.

But I don't think we're spread too thin. We're interested in all of the matters that concern our members. We are American citizens as well as members of trade unions. We have a real interest in clean water, clean air and so forth. And we're going to be in these fights.

And there's no one single labor issue. For example, you get into the question of trade. If you go back and talk to the people in the factories whose jobs are being wiped out, they are in revolt. And we could have passed labor law reform if we could ever have gotten the bill to a vote in the Senate. But we couldn't do it because of Rule 22, which says you need 60 votes to stop a filibuster in the Senate. So that gets us into the legislative fight over changing the Senate rules. It's a tough one.

Now in the last Congress, we added more safety and health inspectors for OSHA. But that's being frozen in the new budget, and that's one of the reasons we're mad at the White House at this time. Now this is going to happen in instance after instance, and it's the type of fights we're going to be having in the Appropriations Committee.

So we've got to be involved in all these things. Now on the tax bill, we had maybe two of our own staff and about five other labor lobbyists who were really working on it, on the whole bill. But you would have 50 or 60 business lobbyists working on just one part of the tax bill. And this makes a real difference.

. . . on access to members of Congress:

Well, most members of the House are willing to listen to lobbyists, but the job is to get to them. I'm just talking sheer numbers now because, more than ever before, you have to see practically every member of Congress if you are to have any hope of success. And that is a job in itself.

I know people who think the way to lobby is to call a congressman's office and ask some staff person how the congressman is going to vote on a particular bill. But that's not lobbying.

In the House, you've got to talk directly with the member. And in the Senate, preferably with the member but at least with his senior assistants.

The whole picture is getting out of hand because there are now so many lobbyists that sometimes a member has trouble deciding whom he will see next out of so many people knocking on his door.

There has also been an amazing increase in the number of staff people working on Capitol Hill, not just in the number of lobbyists. When I was a member of the House, I had five people on my staff. Now the minimum is 16 and in the Senate, especially if you are a subcommittee chairman and maybe a committee chairman on top of that, the numbers can be much greater.

. . . on party responsibility:

In some congressional campaigns, you can listen to a candidate and not be sure if he is a Democrat or a Republican. They will talk exactly the same. Some don't even identify themselves in their literature as Republicans or Democrats. It's just 'Vote for Brown' or 'Vote for Smith.' The sense of party loyalty isn't there.

In Congress, party leadership is weaker and I'm not blaming the leaders.

Most members of Congress are relatively new and they have taken the attitude that "we aren't going to have any leadership telling us what to do."

They are not interested in their party's platform. They are interested in how to get re-elected in the 7th District of New York or wherever they may come from.

Each of them is thinking in terms of what will sell in my district, not in national terms.

. . . on the shifting coalitions in the House:

The old Dixie-Republican coalition is too reduced in numbers to control the House. But it is a misconception that all northern and western Democrats are automatic liberals. So the conservative leadership may come from the southerners and the Republicans, but they pick up allies on various issues. It's a shifting thing, and related to the lack of party responsibility. It's often difficult to characterize the House.

. . . on knowing the rules of Congress:

Very few House members understand all the rules and how to use them to get things done, or to keep things from being done. Now I think this is as important as can be. One of the things we will have going for us in the new House is that Dick Bolling will be taking over as chairman of the Rules Committee.

Ironically, some of the reforms Bolling helped bring about made the committee and its chairman less powerful than it once was. But it still has plenty of power. Most people don't realize, for example, that the Rules Committee can seize any bill it wants out of any committee and bring it to the House floor. Now this doesn't often happen. But the power is there.

At times in the past, the Rules Committee has been a very bad traffic cop in terms of getting important legislation to the floor. Now we know that Bolling and the Speaker see the same way on almost everything, and that will make a difference.

. . . on labor's lobbying techniques:

Very frankly, we have to do a better job of trying to excite the grass roots. I've been asked so many times that I've lost track, "are you sure you are really representing the people back home?"

On a big issue, we can get people to sign cards. But we have to get personal letters.

Now it's very difficult for a worker who comes home from the shop to sit down and write a personal letter to his congressman and maybe a letter to each of his senators. And I've seen workers in a factory who were really fired up on some matter, but it's hard to translate that feeling into communication with Congress.

On the other hand, a Chamber of Commerce businessman just calls in his secretary and says "blah, blah, blah" and that's it.

We have to find a way of cracking this problem.

. . . on campaign financing:

Federal financing of election campaigns is a difficult thing to work out, but it's the only way I know of stopping the excessive influence of money.

You have this right-wing fund raising operation that brings in all kinds of money for candidates who use it. But even if you had public financing, we don't know any way around the Supreme Court decision that allows candidates to put as much of their own money as they want into their own campaigns. There isn't anything to stop a rich person from throwing money into a campaign.

And these business Political Action Committees have really grown, and there's going to be a lot more of them. I think we've got a real problem on our hands because it takes so much money to run an election campaign. I was talking to a House member who decided not to run for re-election and he said that in his district more than $500,000 was spent by each candidate this year. Now this is beginning to get out of hand.

. . . on relations with the White House:

Somebody asked me the other day, "Why are you fellows so mad at Carter and his people in the White House?"

The answer is simple. If there were a Republican in the White House proposing the things that Carter and his aides are now proposing, we would be screaming bloody murder. Now it isn't so surprising that you hear us hollering at Carter and his people.

We're interested in a legislative program. We're not interested in people holding office unless they are with us. And when you get someone you find isn't with you, then your views about him are going to change.

. . . on labor's allies:

Clarence Mitchell of the NAACP of course has been the leader in the civil rights coalition and the Urban League has been helpful, especially in recent years. Certain small groups have been very helpful in particular areas, such as the National Consumers League on minimum wage legislation. Now with the

mayors, if we're in agreement it's wonderful, but we're not always in agreement and we've had some fights with them, especially on minimum wage coverage.

. . . on the role of states and the use of the initiative and referendum:

It's a myth that states have been the testing ground for progressive legislation. Oh, at one time Wisconsin was to an extent. But in terms of social and economic legislation, there isn't much a state can do on its own.

I've always been against the initiative and referendum. I think it's a mistake to try to apply the town meeting concept to a state the size of California. It's ridiculous.

On issues like "right-to-work" we've spent a lot of money and effort just defending our position. Now we usually win these referenda issues because our people get aroused and turn out, but it's such a waste of time and money.

Just offhand, the only initiative proposal I can recall that did any good was one that reduced the interest rate ceiling on small loans in the state of Washington some years ago.

Basically, the problems we face today are national problems and that's how they have to be approached.

. . . on progress:

Some of the issues I had to deal with when I came to Congress 34 years ago are still with us. But others, thankfully, are not. You still have to worry about the applications of civil rights, but the basic rights are there. Now in the health field, progress has been made in Medicare and other important health programs, and union people have gained a lot through collective bargaining. But there's still an overall need for legislation, so that problem is still with us.

You see, the real secret of labor lobbying is that we never give up. If we are defeated in one Congress, we just come back in the next Congress. It took us quite a few congresses to pass the basic Occupational Safety & Health Act, for example. And after we got rid of Nixon and his stooges, the law is now starting to be intelligently enforced. But we still have to fight for it every step of the way in the appropriations committees.

. . . on the future:

Oh yes, I definitely have a feeling of satisfaction over what we've accomplished in the past and what we have been trying to do.

In a way, you regret leaving a job but the time has come and there are things I want to do without being tied down to a day-by-day routine.

Anybody whose life has been with Congress since 1944 isn't about to lose interest in what's going on. We've been alerted that our opposition is going to attempt to repeal the Davis-Bacon prevailing wage law in the new Congress. I don't know where we are going to end up with appropriations this year because there will be White House pressure to cut back. The most pressure will be on the people we have depended on in the past to hold the line.

But I think that my successor, Ken Young, is capable of doing a tremendous job. I believe it will work out very well.

Right-to-Work– The

by Ron Waggener

Perhaps the most surprising thing about Missouri labor's victory over "right-to-work" was the margin. Amendment 23 led Missouri's Nov. 7 voting and was defeated by a margin of 3 to 2. Only six weeks before, a poll had shown that the amendment was likely to pass by about that same margin of 3-2. If polls are to be believed, Missouri labor effected a 40 percent turnaround in a matter of a month and a half. Labor's pollsters had predicted that if the turnout were in excess of 1.5 million votes, the amendment was almost certain to pass. Yet the vote was 1.6 million and more than 900,000 of those were "no" votes.

So many factors are involved in an election issue of this type that no one can be certain what one factor turned the electorate around. Actually, a number of diverse efforts ultimately led to the victory.

But every one of those successful efforts had as its hub an aroused Missouri workforce that responded to the appeal of its state federation of labor, international unions and local officers. Workers of every description took up the challenge to contact their neighbors and fellow workers and turn the election around.

While the results showed a remarkable turnaround from the polls of six weeks before, the time frame of the story is much longer. National right-to-work forces targeted Missouri more than five years before, but their early reversals in the legislature and difficulties with their referendum petitions contributed to the defeat they suffered on Nov. 7.

First was the failure to get the issue through the state legislature. In both the house and state senate, legislators publicly stated their reasons for opposing right-to-work. This both delayed the petition campaign and publicized arguments against right-to-work.

The state legislators were not alone. From day-in, day-out efforts by Rep. Richard Bolling in his Kansas City district to the Oct. 17 appearance of Sen. Edward M. Kennedy (D-Mass.) at the University of Missouri, elected officials played an important part in unmasking the right-to-work arguments. The opposition included Bolling's fellow Democrats, Gov. Joseph Teasdale and Sen. Thomas Eagleton, but also statements by Sen. John Danforth, former Gov. Christopher (Kit) Bond and other prominent Missouri Republicans. Particularly telling was a newspaper column by former Secretary of Labor W. J. Usery, Jr. interpreting the language of Amendment 23 as abrogating all existing collective bargaining contracts in Missouri.

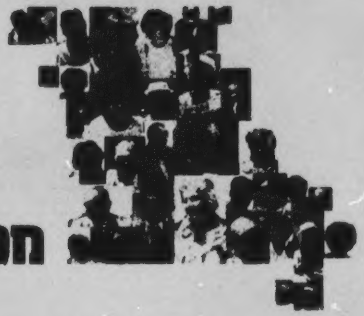
Inside the AFL-CIO, the Missouri operation included a breakthrough the COPE computer program has been seeking for the entire decade since the program was initiated—the electronic, or tape-to-tape matchup of the COPE lists against the state election board's registration lists. This saved the many hours it would have taken COPE volunteers to compile this information by hand. In Kansas City, for instance, a 153-phone bank was operating in the final days before the election—with the help of the corrected voter lists.

And labor was not alone. The Catholic bishops of Missouri not only signed a joint statement against Amendment 23, but held eight public seminars in the St. Louis area to explain their opposition. Almost every known black organization answered the call from the local A. Philip Randolph chapters and typical of the result was an 80 percent vote against Amendment 23 in the black precincts of St. Louis. That contributed to the overwhelming, 4-1 rejection of Amendment 23 in the St. Louis area, which encompasses almost 40 percent of the state's total vote.

Similarly, such diverse groups as the farmers belonging to the American Agricultural Movement came out against right-to-work, as did multiple women's, consumer and civic organizations. The state federation coordinated all these efforts by setting up a

RON WAGGENER headed the public relations firm formed to combat Amendment 23 in Missouri. He is now president of Waggener & Associates, a Kansas City public relations firm.

Missouri Decision



United Labor Committee (ULC) as an umbrella. The ULC also included the Auto Workers, Teamsters and Mine Workers.

It was into 1978 before the right-to-work forces knew for sure they weren't going to get a favorable action from the state legislature. At this point, the local Freedom to Work Committee chose to undertake a petition drive aimed at placing the issue on the Nov. 7 ballot.

By mid-summer the petition solicitation was well under way. Despite its public campaign opposing the petitions, labor feared that the drive might be successful, and chose two courses of action: to challenge the petition drive in court, pointing out irregularities in the process of signature collection; to prepare for the necessity of a public campaign urging voters to oppose right-to-work.

This legal action was only one of several prepared by labor attorneys. Another important issue involved the interpretation of Missouri's newly enacted campaign disclosure law which became effective in August. This new law dramatically hindered labor's ability to raise campaign funds and required more detailed reporting and expenditure controls.

In the case of the campaign disclosure law, the courts ruled in favor of the labor interpretation, but the case involving validity of the petitions was not decided until mid-October, and then by the Missouri Supreme Court, on appeal. The circuit court agreed with the facts presented by the labor attorneys, but ruled they were not sufficient to remove the question from the ballot. In its October decision, the Supreme Court concurred. An interesting note, however, is that at least two right-to-work employees invoked the Fifth Amendment during the petition case and later failed to appear at a grand jury investigation for which they were subpoenaed.

By August labor's campaign against the amendment was largely in place, but it looked like an uphill battle.

Estimates were that less than half of Missouri's 535,000 union members were registered to vote and early public opinion polls showed marked confusion on the issue. Surveys showed that many union members favored the "right-to-work," obviously misunderstanding such a law. But this finding is not unprecedented. Other polls using "right-to-work" language often turn up people who think it is a federal job creation measure or involves the Bill of Rights amendments to the U.S. constitution.

Financing would be a problem. In order to support a proposed budget of $2.1 million for the campaign, labor proposed an assessment of $5 per union member. This compared to approximately $3.2 million reportedly spent by the Freedom to Work group.

Time was a more critical factor. Less than 90 days remained to register union members, educate and turn out favorable voters.

The campaign organization faced the task of blending rank-and-file union volunteers, political professionals, union staff and communications and technical experts—all of whom meshed well.

Two primary strategies were selected. First, to make a major effort to register as many union members and their families as possible before the election. Second, to attempt to inform and turn out voters only in carefully selected areas known to have voters inclined to favor labor's position on the issue.

The registration campaign was intense in St. Louis and Kansas City, where large numbers of unregistered union members lived, and also had remarkable success in smaller cities with less union members. A variety of phone-mail-visit contacts were used, supported by contact from each local union to its members. The election boards in most cities were cooperative in the registration effort, which resulted in an estimated 100,000 new registrations in worker families.

It is estimated that this voter registration increase

brought the level of potential union votes to about 520,000 . . . still far short of the number of votes needed to win the election if the 1.5 million vote prediction held true. Persuading a number of fair minded, non-union voters to turn out and oppose Amendment 23 would be the deciding factor.

Identifying that group of non-union voters and determining the arguments that would persuade them became the next critical issue. This is where the accurate computer data came heavily into play.

By combining polling data with some unique, computerized geodemographic data, a new political communications technology was created. An important strategy required careful selection of voters and the messages delivered to them. The campaign had to convince "persuadables" and at the same time not stimulate those who might vote for the amendment. Selecting and reaching those persuadable voters required new techniques.

One Virginia firm maintains in its computers more than 1,000 pieces of socio-economic information about people summarized for over 300,000 block groups in the United States. These block groups are small geographic areas containing an average of 280 households each. This information comes from Census Bureau tabulations, and the data has been used for direct marketing purposes for a variety of commercial firms.

Based on a sophisticated statistical analysis of this massive information resource, each of the 300,000 small neighborhood groups has been classified according to its economic and demographic characteristics. Each contains people who have tended to react in similar ways to commercial marketing techniques. It was hoped that these groups would react similarly to political marketing.

The availability of this detailed information allowed the opportunity to link demographic factors directly to poll data and, through the correlation of neighborhood "type" to opinions and attitudes, project the poll information down to each country, ward, precinct or block group in Missouri. For the first time it was possible to locate small geographic areas containing voters known to be "persuadable" through a public opinion poll. It was also possible to obtain names with addresses and telephone numbers in only the areas desired.

There are about 2,000 precincts in Missouri. But there are more than 6,000 small group areas. Naturally, you can target more precisely to 6,000 units than to 2,000.

The availability of this type of defined target audience information was helpful to the conduct of the campaign. It allowed exact selection of audience and message. The contact program that was developed was geared to deliver multiple phone-mail-personal contacts to the carefully defined audiences. In addition, it allowed delivering appropriate messages designed to persuade each individual group.

The direct contact program used in the campaign relied heavily on large telephone banks operated in all counties where there were significant numbers of union members. These telephone banks allowed the campaigners to reach a substantial number of target voters, recruit workers and identify nearly 300,000 "favorables" and "undecideds." In fact, some 366,000 people were contacted, with 24,100 recruited as volunteer workers who in turn visited some 360,000 homes in targeted neighborhoods.

The direct contact program included several subprograms, including thousands of volunteers recruited from lists of union members. They received a series of five informational leaflets and were asked to pass the information along to co-workers, friends, neighbors and family members.

These volunteers were also asked to go door-to-door in targeted neighborhoods on two Saturdays before the election to ask people to vote "no." Many of these same volunteers also worked on election day to help get out the vote with personal visits.

Identified "favorables" and "undecideds" determined during the telephoning received multiple mailings programmed to deliver messages appropriate to them.

The results show the entire program worked effectively. Of course, what made it work was the sweat and shoe leather of the thousands of local volunteers —without whom the whole master plan would have remained purely theoretical.

A related use of this same targeted data was in designing labor's advertising campaign. While not capable of being aimed as specifically as direct mail, radio and television schedules were designed to penetrate key counties known to contain high levels of "persuadables."

Careful selection of programs and time of day coupled with station format allowed the labor schedule to deliver targeted messages via mass media. Newspaper advertising was used in support of the broadcast messages and allowed delivery of longer, more complete messages. Because of the highly selective way in which these ads were planned, the media budget for the campaign was relatively small. The total television cost was less than $125,000; radio $70,000 and newspaper $47,000.

Certain advertisements were also tailored to specific demographic audiences known to be generally favorable or undecided but persuadable, such as Catholics (via Catholic newspapers), blacks (via black radio and newspaper), and farmers. Each audience received an appropriately designed message.

This program was extremely successful in the black community, which early polls had shown to be confused by the issue. It helped, along with efforts of civil rights groups, produce the black vote that was estimated to run as high as 80 percent against the amendment. Like elsewhere, the campaign in the black community included extensive door-to-door work by union members from the area.

Creatively, perhaps the most effective messages contained quotes taken from Missouri's Harry Truman in a speech he made to the IBEW's 1958 convention. It was cryptic and direct in the best Truman style: "Saying you are for unions but against the union shop is like saying you are for motherhood, but don't like children."

President Truman's likeness and similar appropriate quotes were used in the television and newspaper commercials. A character identified only as "grandpa" delivered effective radio messages. Interestingly, the grandpa voice belonged to "the Shadow" of old time radio fame. In addition, a local Missouri flavor was maintained in several of the radio commercials by using locally familiar Missourians as talent.

Labor messages pointed out that wages in right-to-work states lagged behind union states, that taxes had a tendency to increase and that passage of Amendment 23 would void all union contracts in the state.

The campaign conducted by the right-to-work forces began calmly. They conducted phone banks to contact voters; distributed literature by mail and door-to-door. The Statue of Liberty was prominent in all their advertising, which began as early as 1977 in some areas.

The radio and television schedule for right-to-work began about two weeks before labor's. Early messages were primarily individuals citing why they thought Missouri would progress faster if the right-to-work amendment were passed.

A second organization, primarily acting as a "money wash" for corporate donations, was the Council for Economic Development. Billed as a non-profit "research and information" organization, this group ran 5-minute commercials on television citing the advantages of right-to-work.

The polls showed that right-to-work was leading, so these soft-sell messages continued until the final week of the campaign. But during the final weeks of the campaign a poll by the Kansas City Times showed the amendment being beaten by a surprising and sizable 58 percent. When right-to-work forces apparently began to believe their lead was slipping, they introduced a series of radio and television commercials directly attacking unions and charging corruption and violence. Anticipating the switch to "hard-sell," labor sent telegrams to every radio and television station in the state on the eve of the distribution of the new ads.

The telegram stated that the new right-to-work commercials represented class action libel of the 500,000 union members in the state and threatened legal action if the commercials were allowed to run.

This action froze the right-to-work schedule for two days and in many markets the commercials were never allowed to run. By this time, it was too late for the defamatory commercials to make any impact on the voters and the labor campaign continued to gain momentum.

Concurrent with the mass media, direct mail and telephone efforts, printed press releases as well as radio actualities were making an important impact on the state's news sources. A number of timely stories were "broken" or "planted" as a result of this effort. Speaker's bureaus and radio and television debates all improved the public's knowledge of the issues.

Another important program concerned the continuing efforts of the coalition groups supporting the labor position. Religious groups, students, farm groups, businessmen, women's organizations all supported labor's opposition to the amendment.

No single program could be identified as the one that turned the tide. The unity of the unions of Missouri was an important factor. So was the strategy selection, its execution, and the union staff members who suspended normal activities to pitch in. All these things played an important role in the victory.

Sen. Kennedy's visit came Oct. 17 in Columbia. On that day, at a rally attended by some 600 union supporters, Sen. Kennedy's opening remarks were, "If Missouri can beat Notre Dame, then we can vote no on Amendment 23." The rally included speakers from many of the coalition groups opposing the amendment. At the meeting, consultants explained the campaign strategies, reviewed the creative materials and the media plan and generally brought everyone up to date on the campaign. Oct. 17 was also the day of the first labor television commercials. From that day on, the fever of the campaign mounted and polls continued to show gains by labor.

As the election results began to come in and patterns began to appear, workers began to relax. By 10:30 p.m. the victory was declared.

Amendment 23 proved to be an excellent test for Missouri as well as for the national labor movement. By the same token, it was a bitter defeat for the National Right to Work Committee.

A great many lessons were learned by both sides. The experience gained in Missouri will undoubtedly be recalled in the next right-to-work/union battle. For now, however, the national labor movement is stronger because of the outcome in Missouri.

New Books

Union Representatives Guide to NLRB Cases

By Gloria Busman. Center for Labor Research and Education, U of California, Los Angeles, Calif. 90024. 163 pages. $7.75.

This is a "how to do it" manual for handling cases before the National Labor Relations Board for union organizers. Written by a former organizer who now works for the UCLA Institute of Industrial Relations, the manual reflects her long experience in wending through that peculiar maze known as the NLRB.

The author has used the NLRB Field Manual to great advantage. Quoting liberally from it, she has rearranged the field manual to make it chronologically consistent with the various stages of an organizing campaign. But better than relying exclusively on the field manual, it talks about the practical application of the language. Thus it notes the pitfalls awaiting organizers not familiar with a particular provision; illustrates ways in which an NLRB agent will often fall short of the printed objective in the field manual which is supposed to govern conduct; and most importantly shows how different are the actual negotiations which attend efforts to obtain a smooth election from the idealized objectives in the manual.

This manual also talks about substantive legal problems in practical terms and analyzes the problem of proving delicate items such as unit and employee eligibility. It presents many of the necessities for putting forth a good case—like witness preparation, documented evidence, and rules applicable during the hearing.

This doesn't cover all the legal problems relating to organizing, nor can it be considered a definitive organizing manual. However, it is an excellent guide for the union organizer who must be conscious of the NLRB and the many legal problems involved in a campaign. It covers the basic problems involved in nearly every campaign and does so in the context of the actual organizing campaign, rather than dealing with problems as abstractions. Finally, it transforms the formidable NLRB field manual into a practical, usable document.—Charles McDonald

CLINT. Biography of a Labor Intellectual

By Thomas R. Brooks, Atheneum Publishers, 122 E. 42nd St., New York, New York 10017. November 1978, 384 pages. $13.95.

Carefully researched and crafted by Thomas R. Brooks, labor historian and author of "Toil and Trouble," this story of the life and times of Clinton S. Golden is a labor biography of quality and importance.

Golden's name wasn't exactly a household word and isn't widely known today even by trade unionists; he died almost two decades ago. Yet, for many with a special interest in industrial relations, adult education and economic and political affairs, the name Clint Golden rekindles memories of a uniquely dedicated, innovative and influential man.

This so called "labor intellectual"—a label he abhorred—almost completely escaped the pitfalls of formal education. After the death of his small-town Baptist preacher father, poverty forced Clint into the labor force following the sixth grade. Thereafter from his first job at 12 as a mule driver in an upstate New York iron ore mine to his role as Harvard lecturer more than half a century later, Clint was a man of ideas as well as action. Always a voracious reader and prolific writer, the meaning of each changing challenge of his active life deeply engrossed him. Fortunately, he left us the legacy of his thoughts and reflections via diaries, correspondence, recorded speeches and the books he wrote.

The Steelworkers rightfully view Clint as one of the great organizing geniuses. He was an early vice president during the tumultuous years from 1936 to 1946. Other unions have a claim on Golden too. After the mines, young Clint became a fireman on the railroads and thereafter a machinist in the shops of Philadelphia. And, as he moved from job to job, he always was a militant unionist, often an officer and ultimately a full-time organizer—first for the Machinists and then for the Clothing Workers.

Motivated by the idealism of Eugene V. Debs, Golden organized cooperatives and labor schools as well, and in the mid-1920s became field representative and manager of Brookwood Labor College, America's pioneer resident labor college. Brooks' account of this period reports vividly on the postwar perils confronting the labor movement from without as well as the conflicts within. And as Golden crisscrossed the country soliciting union support for Brookwood, he chronicled a veritable who's who of labor leaders, liberals and radicals of those days, ranging from the respected conservative John P. Frey of the Moulders to Jim Maurer, the socialist head of the Pennsylvania AFL.

Following a brief try at farming in Bucks County, Pa., during the depth of the Depression, Golden returned to the labor scene, this time as a labor mediator by appointment of Pennsylvania's Gov. Gifford Pinchot. Soon after, Clint became Pittsburgh regional director of the newly created NLRB, serving major steel-making centers in Pennsylvania, West Virginia and Ohio.

Beginning as a deeply concerned observer of the Steelworkers' struggle to organize, he soon became embroiled as an active participant when, in June 1936, Phil Murray appointed him SWOC's Northeastern director.

With great skill Brooks recounts the drama of those early years of the Steelworkers union's resurgence and growth; how SWOC largely with Clint's shrewd guidance, turned the steel industry's company unions (The

ERPS) against their own creators. How the historic U.S. steel contract was won. How the "Little Steel" strike misfired and the slow and painful task of union rebuilding—particularly at Bethlehem, the J. P. Stevens of the North. Finally, in this fascinating account of the first decade of the modern Steelworkers, Brooks turns his attention to Golden's innovative role in the effort to harness collective bargaining to achieve mutually beneficial ends for workers and owners alike.

With the outbreak of World War II Golden was drafted to serve as a labor spokesman in Washington on both the War Production Board and the War Manpower Commission. In portraying this phase of his life, Brooks recalls the vital part labor played in so many aspects of the war effort, events long forgotten by this reviewer—or about which he was never aware.

Then, beginning, in 1946 he served on the Trade Union Committee on International Labor Questions as labor's important role in postwar reconstruction began. Although Golden had resigned his steelworker post earlier this year to accept a less strenuous task as Harvard lecturer, the quieter life was not yet to be. With strategic Greece on the verge of economic collapse and and threatened by Communist guerillas, Golden was persuaded by Averell Harriman to serve there as labor advisor to Dwight Griswald, chief of the U.S. Mission.

Utilizing Golden's voluminous reports from Greece, Brooks provides perhaps the most dramatic and complete account anywhere of labor's role in one country in withstanding the Communist assault upon free trade unions. This report of the effort to undermine postwar economic recovery and Brooks' account of Golden's adventure in Greece is one of the achievements of the book.

Thereafter, the story of Clint turns to Golden's post-Greece activities as founder of the Harvard Trade Union Program, consultant to the U.S. Recovery Programs and advisor to Paul Hoffman at the UN. Finally, when compulsory retirement and declining health ended these varied undertakings, Clint was sought once again by the Steelworkers to serve as advisor. It was while addressing a Steelworker Conference in 1961 that Clint, then 73, suffered the stroke that ended his life.

As Brooks unfolds the events of Golden's career, his deeply felt and innovative thoughts on management-labor relations and the larger role of labor beyond the workplace are well detailed. Correctly characterized as "a visionary with a practical bent," Clint essentially sought greater worker well-being through a combination of strong unions and rational management-labor cooperation to achieve both fairer sharing and a bigger pie.

For a better America, Clint sought a broadly committed labor movement—not too doctrinaire, despite his early socialist leanings—providing leadership and "common sense" in whatever directions the nation's needs require.

If Golden could view the scene today, the present scope of labor's concerns and involvement would greatly encourage him. On the other hand, he would be keenly disappointed by management's continuing effort to obstruct the essential right of workers even to organize, so many years after he had hoped this issue could be finally resolved.

If this book can be faulted, it is that a few extra pages might have been devoted to a fuller discussion of Golden's important leadership in labor education.

Clint is a book that will inform those who seek to better understand the strivings and achievements of organized labor. Moreover, the telling of the Golden story is also an eloquent and heartening testimonial to the part trade unionism played in enlarging and enriching this remarkable American worker's life, as it has so many others.—Frank Fernbach

The Labour Beat

An Introduction to Unions. By Roy LaBerge. Available from Media Algonquin, 1385 Woodroffe Ave., Ottawa, Ontario K2G 1V8. 214 pages. Single copy $6, multiple orders $5.25 per copy.

This book by the former editor of Canadian Labour describes the trade union movement of Canada from its structure to details on how cost-of-living clauses work in prominent contracts.

For the beginner, it has a glossary of common labor terms, for the serious student, it also contains an extensive bibliography of books about Canadian labor.

Apprenticeship Now

Occupational Outlook Quarterly, summer 1978 issue. Published by U.S. Department of Labor, Bureau of Labor Statistics. Available from U.S. Government Printing Office, Washington, D.C. 20402. 36 pages. Single copy $1.30, subscription per year (4 issues) $4, $5 foreign.

This magazine tells the reader that thousands of positions become available to new apprentices each year, "but training programs usually fill up quickly so it's a good idea to know what to expect and how to qualify."

In addition to a major article about apprenticeship, which includes samples from admission tests, the magazine includes an intriguing graphic about the declining percentage of college graduates getting professional and technical jobs. They're working as clerical, sales and service workers instead.

New York City Retirement Village

A handy reference of resources for the retired. By Lloyd Seidman. Harper & Row, 10 E. 52nd St., New York, N.Y. 10022. $5.45.

This book asks New York retirees why they'd want to go to Florida, California or Arizona and miss the activities available in their native New York.

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New Pamphlets

The One World of Working Women

By Anne H. Nelson. U.S. Department of Labor, Bureau of International Labor Affairs, Monograph No. 1. Available from U.S. Government Printing Office, Washington, D.C. 20402. 1978. 15 pages. $1.10 for single copies, 25 percent discount on orders of 100 or more.

This study, by a professor at Cornell University, begins a series of studies of labor problems shared around the world. In this one, Nelson reports on women workers who find they have much in common —discrimination, separate and unequal pay scales, child care needs and fitting family schedules around the life of a working mother.

Noise at Work

By the Environmental Protection Agency. Available from EPA Printing Management (PM-215) Washington, D.C. 20460. Leaflet. Free.

This flyer gives a quick overview of workers' problems with noise on the job and lists regional offices charged with enforcing the law.

AALC–African-American Labor Center

By African-American Labor Center, 345 E. 46th St., New York, N.Y. 10017. 16 pages. Free in reasonable quantity.

This pamphlet provides an introduction to the AALC, founded by the AFL-CIO in 1964 to aid the development of African trade unions.

Public welfare: facts, myths and prospects

Public Affairs Pamphlet No. 554. By Natalie Jaffe. Public Affairs Committee, 381 Park Avenue South, New York, N.Y. 10016. 28 pages. 50 cents.

The only agreement about "welfare" is that "it's a mess," the author notes, with little agreement on how to deal with it. But she makes an important contribution to the debate in this brief pamphlet, which sets the record straight on some facts about the U.S. system:

- About two-thirds of the $200 billion spent on income-support programs go to rich and poor alike in "social insurance" programs like social security, unemployment insurance, disability compensation.
- Aid to Families With Dependent Children (AFDC) accounts for only 5 percent of social welfare costs.
- Public welfare is a complex system of many programs, including AFDC, Food Stamps, medicaid, public housing, Supplementary Security Income (SSI) for the aged, blind, and disabled, general assistance, Maternal and Child Health Care, Indian Health Services, crippled children's services, veterans care for non-service-connected disabilities, Head Start, College Work-Study, and emergency assistance after natural calamities such as fires or floods.
- Fraud, the deliberate misrepresentation of a situation in order to get money, has been proven in only 1.8 percent of AFDC cases examined by federal and state governments.
- Less than two-thirds of people living in poverty are eligible for federal cash assistance, and less than half of the rest are aided by food stamps or state and local general assistance.
- Over half the working poor receive no aid at all.

Is America Becoming No. 2?

Current Trends in the Soviet-U.S. Military Balance. Committee on the Present Danger, 1028 Connecticut Ave. N.W., Washington, D.C. 20036. October 1978. 46 pages. Single copy free.

This pamphlet studies the possibility of Soviet nuclear superiority by the early 1980s and contains a list and order blank for eight other pamphlets from the committee.

AFL-CIO Secretary-Treasurer Lane Kirkland is one of the three co-chairmen of the committee, founded in 1976.

The Roots of RIGHA

A personal history of the Rhode Island Group Health Association. By Edwin C. Brown, secretary-treasurer, Rhode Island AFL-CIO. Rhode Island AFL-CIO, 357 Westminister Street, Providence, R.I. 02903. 25 pages. $1.

The Roots of RIGHA relates how the labor movement in Providence, R.I., established a prepaid group practice plan along the lines recommended by labor for many years. It is a prepaid group health plan, designed to provide high quality health services at lower cost than can be provided by the fee-for-service system.

The pamphlet recounts some of the problems encountered by the AFL-CIO in developing RIGHA.

"If I had fully known what I was undertaking and the problems that I would encounter, I would never have undertaken the task of coordinating the efforts of the labor movement in Providence to establish a prepaid group practice plan," the author says.

"But now, RIGHA is in business and growing. Nothing I have done as secretary-treasurer of the Rhode Island AFL-CIO has given me greater satisfaction than to have contributed to the development of RIGHA."

The Federationist Through the Years

During its 83rd year, in July 1976, the AFL-CIO American Federationist got a new "masthead" and a slightly altered index page much like other modernization the magazine has undergone since it was established in March 1894.

While the new design is typographically very modern, it bears quite a resemblance to the typeface chosen by the American Federation of Labor for that 1894 inaugural issue (top left).

Through the years, the magazine has undergone other steps in its evolution.

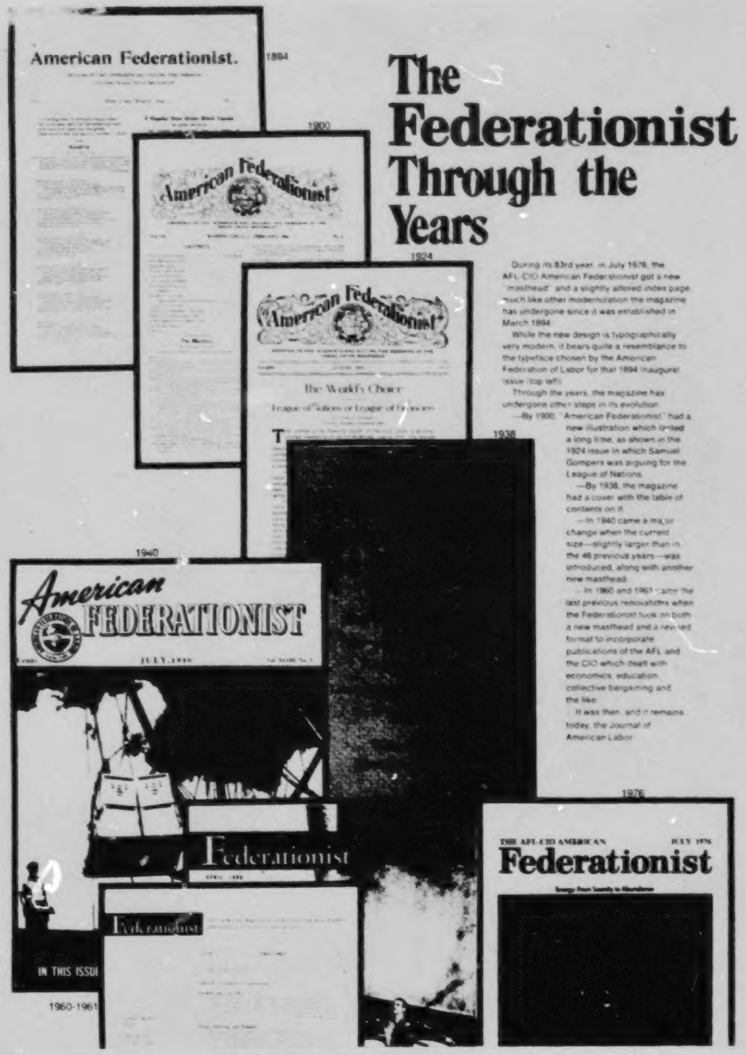
—By 1900, "American Federationist" had a new illustration which lasted a long time, as shown in the 1924 issue in which Samuel Gompers was arguing for the League of Nations.

—By 1938, the magazine had a cover with the table of contents on it.

—In 1940 came a major change when the current size—slightly larger than in the 46 previous years—was introduced, along with another new masthead.

—In 1960 and 1961 came the last previous renovations when the Federationist took on both a new masthead and a revised format to incorporate publications of the AFL and the CIO which dealt with economics, education, collective bargaining and the like.

It was then, and it remains today, the Journal of American Labor.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Federationist

Conference on Community
Solutions for Child Care

Washington, D.C., March 7, 1979

Remarks by Willard Wirtz

Extended Child Care*

No excess of introductory encomium could conceal the underlying truth that my credentials to pontificate about new institutionalized forms of child care are, meaning no pun, transparent. My own, our children's, and now our grandchildren's early childhoods were all spent entirely within the traditional bosom of the conventional family. This meant every sibling being at home from age one to age six — father and mother both working, but mother doing hers at home; then school from six through eighteen, with mother waiting when the brood returned in the afternoon. Frankly, I liked it. So in talking here about possible expansions of that pattern, I must rely on reason as a surrogate for experience, perhaps finding some small solace in the late Governor Adlai Stevenson's comment once that eggs are not necessarily the best judges of egg-beaters.

I do look back, though, even with a pride I can share only in small measure with that of Assistant Secretaries Esther Peterson and Leo Werts, on our setting up in the Department of Labor in the middle 1960s what I believe was the first child-care -- we called it "day-care" — center in a federal agency. It didn't bother us that nothing in our lease provided specifically for the use of a federal building for the purpose, although this question has apparently now been raised by the Office of Management and Budget. Lightly and in all friendliness, my occasional opportunities to compare the present expansive quarters of the Department of Labor with those we occupied at the corner of Constitution Avenue and Fourteenth Street, leave me wondering whether it won't continue to be porsible to find room someplace over there at Constitution and Third to tuck in the kids.

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*March 8, 1979. If I had this speech to make over, I would call it Supplemental Child Care. The "extended" proved to mean too many different things among the conferees. --W.W.

The listing of these remarks on the program as a keynote address reflects a considerable gap between the committee's expectations and anything I have in mind. Keynote addresses have become forensic anachronisms. All or at least most of us are here today because of complete commitment to the idea that the country needs very much a substantially enlarged child care program, involving new forms of services complementing the role of the family. We don't need a pep talk, which is what keynote addresses at least used to be.

In fact it has seemed most possibly worthwhile to think these remarks through in terms that in a sense take the rightness of an expanded child-care program in this country as a given. Though this would be a serious mistake in other forums, there is no point in trying to persuade the already persuaded, which we are. It will make more sense to try to identify some elements that may be important in developing an effective working majority, which does not exist today, in support of carrying this proposed program as far as we think it ought to go. So please accept, in place of the rhetoric a keynote address would seem to call for, a few perhaps too casual comments on some possible tactics in getting, with sufficient company, where we want to go.

Tactics or strategy necessarily imply for us something different from what these terms mean in the councils, say, of those trying to enhance the perpetuation and proliferation of junk mail or Saturday night specials. They feel no constraint about deceiving the public about what they are up to. We are congenitally committed, on the other hand, to E. B. White's definition of democracy as the sustaining suspicion that if people are fully informed at least 51% of them will make the right decisions at least a little over half the time.

A first obvious suggestion is that we concentrate less on the reasons we are for expanded child-care programs than on the clearest possible identification and fullest understanding of whatever may be the reasons too many other people aren't. The commonest objections or reservations come under two headings. The first — call it philosophical — is that further institutionalization of child care outside the home and the traditional classroom will hurt children, particularly by weakening the family as an institution. The second objection or reservation is economic: "More child care programs? Fine. But who's going to pay for them?" We will advisedly take both of these views seriously. Neither of them is going to just go away.

Second, a point of semantics arises particularly in connection with the "philosophical" objection or reservation:

You have to wonder about the phrase "child care programs," and whether it helps or hurts at the perhaps subliminal level of reaction and persuasion? If this seems too small a matter for much concern, we will properly remind ourselves of the wrongs that have been done by purloining attractive phrases: "fair trade laws," "right to work laws," and "the right to life." There may be a direct correlation between bad policy making and good phrase coining.

I know the expressed reason for shifting away from the earlier "day care" usage: that for mothers working night shifts, "day" care programs do no good. You wonder, though, whether this particular effort to do something about the key phrase reflects a consciousness of more basic concern about it. Does talking about "child care programs" some way turn off, or down a little, those who think that since child care is the central function of the family any program putting it someplace else is aberrational and wrong?

I have only the most modest suggestion: Not that we look for a fancy catch-phrase, most certainly not for an acronym; for catch-phrases and acronyms make large splashes but usually don't know how to swim. Rather, that we take the trouble, just three syllables worth, to refer always to Extended Child Care. It has the at least possible affirmative value of seeming to suggest the extended family, which seems to be a generally approved idea. It is also honest and makes sense. We are talking about extending the family concept to include the community.

A third suggestion is that we do a more complete and careful job than has been done so far in identifying the natural, including potential, allies of extended child care programs. This is becoming ear-marked too narrowly as a women's program, particularly a working women's program, even more especially as a disadvantaged working women's program; and the unarticulated operating theory is that the obviously broader support it will require will eventually develop among people of sufficient good will and "liberal" sentiments that they are interested in doing things for other people.

That probably won't work. A coalition constituency will have to be developed here among people with identified and felt self-interests in an extended child-care program. There is furthermore no basis, when this is thought on through, for limiting this potential constituency to working women living at the edge of the welfare program, or to women whose work is performed outside the home and for pay, or to women as a separate whole.

As for the sex-line in general, I greatly regret as a male, indeed would resent except for consciousness of possible contributing responsibility, the assumption that child care -- extended or otherwise -- is important only to women and not at all to men. To whatever extent this is true, it has to be changed. It will be a mistake to pass up the opportunity to appeal here to half of the potential coalition constituency. Perhaps the right approach, preferably subtle, is to present this as a chance for masculine dolts to atone for at least one of our sins.

The question of whether extended child-care assistance should be concentrated, or even restricted entirely to, families whose financial needs are greatest presents some difficult policy and administrative issues which will be discussed at other sessions of the Conference. I would only point out here what seems to me one of the lessons we learned from the 1960s: that it is very hard to develop a broad enough coalition for change in support of narrowly targeted programs.

It is interesting in this connection that among the 150,000 women who responded to the September, 1978 questionnaire placed by the National Commission on Working Women in eight women's magazines, the expressions of need for "more child care" were stronger among the 20% of women currently working in professional, management, and technical positions than among the 80% in other less skilled and lower paid occupations. This obviously warrants various interpretations. (The 20% group also protested somewhat more about "no time for leisure" than did the 80% group.) Nevertheless there is suggestion here of the mistake of identifying concern about extended child care narrowly with those who face the most serious economic circumstances and the most difficult employment problems.

There is a related but different question about the extent to which the case for extended child care should be built on its relationship to women's larger entry into employment outside the home. My guess is that it will be a mistake to emphasize this point to the exclusion of others.

It isn't just that recent studies are indicating that women who have to find outside employment, or who seek it regardless of financial pressures, apparently manage in one way or another to make arrangements for their children. These findings seem to leave out the critical points of how much trouble and heartache these arrangements cost and of their quality. Part of the larger question is whether equating child-care assistance with mothers' working operates, again, to limit the potential political support base. I think it probably has this effect.

If extended child care has particular importance, as it unquestionably does, to those who are at most serious economic disadvantage, the rest of the truth is that it could be made to mean a great deal to a great many others. Mothers who don't have to work but who would like to if supplementary child-care arrangements could be made are obvious allies here. There are mothers and fathers alike to whom extended child care provisions could mean taking advantage of opportunities for adult education and training of one kind or another. It risks ridicule but nevertheless suggests a broader dimension of the extended child-care prospect — and some other possible allies — to simply note its potential significance to parents' fuller enjoyment of some kinds of leisure activities.

Bret Harte said something once to the effect that "people aren't going to give up their lives to protect a boarding-house." I suspect, without being sure about it, that extended child-care has a great deal to lose from getting mixed up -- as it already is to some extent -- with poverty and welfare programs, and much more to gain from being identified with the idea of improving the quality of life in general, for both children and their parents.

We are only beginning to realize that one of the underlying difficulties so far as public education is concerned is that the percentage of votes and taxpayers who have a direct and immediate interest in it — because they have school age children — is shrinking rapidly. It will be a mistake to construct the case for extended child-care on a basis which incorporates this same weakness. The broader its base can be made in terms of the number of people whose self-interests it serves, the better.

A fourth point in what I am afraid is becoming a litany of the obvious involves the handling of the "who is going to pay for it" question.

Nobody has any clear idea yet of what the eventual allocation of extended child-care costs either should be or will be. If, under these circumstances, the mistake is made of even seeming to assume that these costs should simply be paid by government or in the alternative by employers, any real prospect of a coalition constituency in support of the extended child-care concept will be pointlessly and needlessly lost. For billing the government means higher taxes and billing employers means higher prices; and a coalition constituency that leaves out taxpayers and consumers won't even get on the agenda.

This doesn't mean accepting any part of the libel in the 1971 Presidential veto message that public support of child-care would mean socializing the family and communizing children; or accepting, either, the Proposition Thirteen philosophy of giving people the courage of their lack of convictions or commitment to the social contract. Neither does it mean ignoring the possibilities and probably desirabilities of taking account of the facts of people's parental status in improving the employment relationship.

It *does* mean avoiding the needless and pointless danger of looking for false certainty by wrapping up a big package that includes everything anybody has suggested, forgetting about costing it out, and then just putting in the mail marked C.O.D.

It means taking account, too, of the fact that there is still sharp division about the forms an extended child-care program should take and about how the costs should be borne. Ninety percent of the working women responding to the Family Circle survey reported in the February 20, 1979 issue of that magazine are described as saying that they "don't want free child-care," more particularly "Federally funded no-fee day care for all." While this kind of questionnaire response requires critical analysis, its significance will not be properly disregarded.

Any over-simplified assumption or insistence that the full expense of extended child-care be recognized and accepted as a cost of employers' doing business is probably equally self-defeating. It is only one difficulty here that we are currently in a period of dangerously rising prices and that the current stabilization guidelines include no allowances for recognition of increased costs of fringe benefits, which would include child-care centers. There is the broader question of what kinds of additional costs should, as a matter of sound balancing of economic and social concerns, be added to the employment axis. You wonder, too, about the possible negative effect of adding, at least high-lighting, this cost item in connection with the critical effort to achieve the goal of equal pay to women for either equal work in the traditional sense or work of equal value in the truer and now dawning sense.

Here again, the suggestion is not that the cost implications of extended child-care should be ducked. It is rather that fair-minded recognition of honest and legitimate questions about allocating these costs will contribute substantially to establishing the necessary support base for this concept, and that riding roughshod over those questions could preclude that support base ever being established at all.

Turning to the affirmative aspects of the financing question, several possibilities seem to me entirely consistent with maximizing the affirmative support for extended child-care.

As far as federal financing is concerned, no one will object to the exerting of maximum diligence to assure full delivery on the administration's representations that removing the child-care ear-marking from the $200 million in Title XX of the Social Security Act will not mean a reduction in this appropriation, and that steps will be taken to use a revised form of authorization to procure a 25 per cent increase through state matching.

Although there are dangers in resorting to tax credits in lieu of more potent subsidies, I don't believe there will be any broad negative reactions to consideration of a possible increase in the present tax credit for work-related child-care expenses from its current level of 20 per cent (up to a limit of $2,000 for one dependent and $4,000 for two or more) to some higher figure.

So far as working out the place of extended child-care in the employment relationship is concerned, it seems to me constructive and unexceptionable to add consideration of this type of program to the collective bargaining agenda. Our authentic tradition has been that this affords a valuable testing ground for working out new ideas (or new forms of old ideas) of this kind.

There will be opposition, but not antagonism, to stronger emphasis being placed on the relationship between child-care -- either traditional or extended -- and alternative, more flexible, work schedules. It is one thing for a mother to appear to be demanding not only equal pay for equal work, including the comparable value concept, but also that the employer pick up the costs of taking care of "her" child while she is working. It would be quite a different thing for either that mother, or for a mother and a father, to say to an employer: "I (or we) have some children to think about. I (we) can handle this myself (ourselves) -- if some adjustments can be made in my (our) work schedule (s). I (we) would like to do it that way. It won't cost you much that way and it will mean a great deal to me (us)." Part-time work schedules fit into the same pattern.

How about, in a related connection, further consideration -- perhaps through the collective bargaining process -- of the idea of "paternity leaves of absence?" It has at least the virtue of representing another form of recognition that what we are talking about is not just a women's issue, but a family, indeed a human, issue.

There is already precedent for collectively bargained "cafeteria benefit plans" -- which would permit both mothers and fathers to trade off other benefits (the regular vacation, for example) for one kind of child-care arrangement or another.

It will be worthwhile, too, to take a further look at whether there are quirks in present legislation, particularly ERISA, that deter employers from making job-sharing arrangements.

Wouldn't it also be a good idea to at least make a start toward identifying the actual savings and profits that should accrue, in terms of employee attitudes and productivity, from employer recognition of this "quality of work life" matter?

We ought to put our thinking about allocating the costs of extended child-care, and every reference to such costs, into terms of the benefits received -- identified at least dollar for dollar -- by whomever is to be handed the bill. If this leaves, as it will, some narrow margin of cost that must be handled on a straight "needs" basis, we can take that up in manageable terms without having assumed a needless burden of letting the whole thing appear as another multi-billion dollar add-on to taxes and prices.

Fifth, and finally: I suspect that both tactically and substantively, the building of a coalition constituency in support of extended child-care depends primarily today on the stimulation of the largest possible degree of activity in this area, especially at the local community level. Speeches, including this one, and even more direct on-the-spot talking, aren't going to do the necessary persuasion job. They so almost invariably involve people who already agree talking to each other. It is a time for doing enough that the case for doing more will become plain. The perhaps even larger importance is that there is still a lot to be learned about what works and what doesn't work, what meets real needs and what doesn't, what attracts and interests just a few people and what turns out to make sense to a lot more.

We would offer, at the National Manpower Institute, the availability of some 25 or 30 education-work councils in that many communities, which are already set up as collaborative local organizations designed to meet problems -- such as the need for extended child-care -- that involve families and schools and employers and employees but that fall in between the traditional boundaries of institutional responsibilities. We would offer, too, the extraordinary structure and vitality of the National Commission on Working Women, whose particular strength lies in its bringing together of corporate, labor union, government, education, and grass-roots representatives.

My guess is that one of the critical keys here involves the establishment of organizational structures facilitating community based extended child-care arrangements.

There is also a hard, but equally a fascinating and attractive, set of problems to be worked out so far as the balance between reliance on professional and on volunteer services is concerned.

As things stand today, the group of voters and taxpayers least interested in extended child-care programs is the rapidly expanding American senior class. Yet there are obvious opportunities for both using their talents -- perhaps on a paid, perhaps on a service, perhaps on a combination, basis -- and attracting their effective support of this kind of program.

We ought to put at the top of our agenda the effective enlistment of the labor unions in the extended child-care initiative -- not as a women's issue, but as the kind of community and human issue in which union members have a vital interest and feel a critical concern. Let's not make the mistake so many school systems have made, of in effect leaving the unions out.

I suggest lightly yet not just incidentally, that extended child-care represents probably the most backward yet potentially most promising and profitable private industry -- if you will pardon the phrase -- in the United States today, and that what it needs perhaps most, at least next, is the application of a little traditional American business ingenuity.

The market is vast, including an almost limitless demand not only for help while mothers and fathers are at their paid employment but for more occasional services to cover everything from bridge, bowling, and Saturday nights on the town and weekend and vacation junkets to serious forms of adult education.

The available people-power supply is equally limitless and largely unemployed, particularly with respect to the most highly skilled and experienced journeymen and women at the trade. I mean American seniors.

Yet demand and supply are kept apart by market shibboleths.

"Baby sitting" remains today perhaps our completely sex-stereotyped and age-stereotyped occupation, being still thought of -- though this is breaking down a little -- as something that can be done without impairment of social status only by girls under sixteen.

The wage structure is ridiculous, probably the worst single offense against the ideal of equal pay for work of comparable worth. Kathy Knox tells me that her 14-year old son gets $2.50 an hour for shoveling snow off a neighbor's walk, her 16-year old daughter $1.00 an hour for night shift work (usually on weekends or holidays) for taking care of the same neighbor's children. Whatever the reasons may be today for both the child labor and minimum wage laws, they are conveniently forgotten (perhaps with half-good, therefore half bad, reasons) when it comes to baby-sitting.

Although a large portion of the contribution of the services industries to the GNP is based essentially on sophisticated forms of people taking in each other's laundry, there is no trace of this sophistication yet in our thinking about arrangements for taking care of each other's children.

Maybe someone should set up, just for openers, what might be called Triple I -- for Infant Industry, Inc. The central corporation would do some national advertising and would grant franchises to private groups in local communities, who would then do two things: first, set up a training and credentialing program for what is obviously not the unskilled occupation it is assumed to be; second, develop lists of carefully checked out girls and boys and women and men competent to provide quality child care services. Five names would be supplied, at a minimal fee, to any parent requesting them. The employment would be directly by the parent. Another minimal percentage-of-salary arrangement would be worked out between Triple I and those who get consequent employment.

Bugs? Possible abuses? Perhaps some racketeering? Oh, yes. So many such possibilities that local not-for-profit groups would almost certainly be set up with "higher" motivations and perhaps with lower hourly rates. It might conceivably get to the point that regulatory measures would be necessary, or even that the case for public services would become clear.

There would be yeast at work, though, in a situation that is today very much in need of it. And I suspect that whatever degree of public funding is going to be required here -- and probably quite a bit is going to be -- will be slow in coming until we have found out how much of the job can be done decently and adequately on a better organized self-help and pay-if-you-can basis.

I have simply tried to suggest, without pressing any of them, some of the forms of affirmative activity that will have to be part of the effective building of a coalition constituency.

Perhaps this has all been permitted to sound superficial, opportunistic, brittlely pragmatic, too much about politics and too little about principle.

I hope not, for we are talking at this Conference about one of the critical keys to the human future.

I believe so deeply in the rightness in principle of what Senator Alan Cranston and a few others are proposing in the Congress that I want to enlist for some of the hard, tough, political stoop labor that will be necessary to develop an effective national purpose in support of their standard.

Half of my professional life has been spent at the graduate education level, where, at a fairly fancy salary and with the advantages of careful thought having been given to institutional forms, you try to make what little change and improvement in young people's lives is still possible at that point. Yet you realize that anything you can do is insignificant compared with the influences on these lives at their earlier stages. And you cringe at the realization of how inadequately we have developed the extended child care dimension of those influencing forces.

The largest lesson from a three-week visit to China last year was in the effectiveness, for its purposes, with which the People's Republic is developing an extraordinary degree of motivation -- including motivation for excellence and for love -- at the pre-school and primary age levels. Their most brilliant show-pieces are their extended child-care centers. I refuse to believe that motivation of that kind can't be developed around the precepts of democracy as effectively as around those of communism.

These are the personal convictions from which these remarks about the politics of building a coalition constituency proceed.

The old canard about government being the art of the practicable has always seemed to me to miss and to demean the function of government, except as government's responsibility is recognized as including the principled enlargement of what is practicable so as to bring it closer to even our impossible dreams.

Government still depends in our authentic view of it on the effective persuasion of a working majority of people that one view is entitled to preferment over another. So I must hope that what has been said here will some way have reflected the deepest conviction that the idea of extended child-care is so right and so important that we will be properly advised to get to work on the nuts and bolts that will let it fly.

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FOR IMMEDIATE RELEASE
Monday, July 24, 1978

MARITAL AND FAMILY CHARACTERISTICS OF THE LABOR FORCE, MARCH 1978

The number of families with more than one earner has risen dramatically during this decade, the Bureau of Labor Statistics of the U.S. Department of Labor announced today. Among husband-wife families, 27.5 million or 58 percent had two or more earners in March 1978. (See table 1.)

The increase in multi-earner families is largely a reflection of the increase of labor force participation on the part of wives. Since 1970, the number of wives in the labor force has increased by 4.4 million, and by March 1978, 47.6 percent of all wives were in the labor force. (See tables 2 and 3.) In contrast, the labor force participation rate of married men has continued its long-term downward drift, dropping to 81.6 percent in March.

Never-married men and women have continued to post striking labor force gains accounting for nearly 60 percent of the 2.7 million over-the-year rise. Since 1970, single persons have made up nearly half the total increase in the civilian labor force. The large increase in the number of single persons in the work force has reflected both the maturing of the "baby boom" children and the growing tendency among young persons to postpone marriage.

Continuing past trends, the number of families headed by women who had either never married or were widowed, divorced, or separated has escalated to a record 8.2 million, or 1 of every 7 families in the United States. The labor force participation rate of these women had risen to 58.9 percent by March 1978 after averaging about 54 percent throughout most of the 1970's.

Other highlights of the marital and family characteristics of workers in March 1978 are as follows:

> The number of children whose mothers work or look for work reached ~~27.7~~ 29.7 million, or about 50 percent of all children under 18 living with their families. (See table 4.) One out of 5 of the children with working mothers were in families headed by women, compared with 1 out of 7 at the start of this decade. Median income in 1977 for this type of family was only $8,100, compared with $19,900 for husband-wife families where the mother worked.
>
> The number of mothers in the labor force continued to increase, reaching 16.1 million in March 1978. Over one-fifth of these mothers were divorced, separated, widowed, or never married. (See table 5.) Labor force participation rates ranged from 77 percent for divorced mothers to about 50 percent for wives and single mothers.
>
> The labor force participation rates of white and black women were, respectively, 48.6 and 52.2 percent in March 1978, while the rate for Hispanic women was 45.4 percent. (See tables 6, 7, and 8.) Nearly three-fifths of the white women working or looking for work were married, husband present, compared with two-fifths of the black women.

These findings are from the annual survey of marital and family characteristics of workers in the population 16 years old and over. The survey was conducted in March 1978 for the Bureau of Labor Statistics by the Bureau of the Census. Additional information on this subject will appear as "Special Labor Force Reports" in forthcoming issues of the Monthly Labor Review.

Table 1. Number of earners in families, relationship, and median family income in 1977, by type of family, March 1978

Number of earners, relationship and type of family	Number (in thousands)	Percent distribution	Median family income in 1977
Total families	57,215	100.0	$16,146
No earners	7,358	12.9	5,594
1 earner	19,444	34.0	13,218
2 or more earners	30,413	53.2	20,415
Husband-wife families, total	47,385	100.0	17,720
No earners	5,066	10.7	6,935
1 earner	14,868	31.4	15,027
Husband only	12,939	27.3	15,796
Wife only	1,427	3.0	10,449
Other relative only	502	1.1	12,184
2 or more earners	27,451	57.9	21,064
Husband and wife	23,116	48.8	20,722
Husband and other, not wife	3,790	8.0	23,945
Husband non-earner	544	1.1	16,514
Other families, total	9,830	100.0	8,646
Headed by women 1/, total	8,236	100.0	7,765
No earners	2,095	25.4	3,910
1 earner	3,869	47.0	7,977
2 or more earners	2,272	27.6	13,701
Headed by men 1/, total	1,594	100.0	14,538
No earners	197	12.4	5,564
1 earner	707	44.4	13,087
2 or more earners	690	43.3	18,697

1/ Includes only divorced, separated, widowed or never-married persons.

NOTE: Due to rounding, sums of individual items may not equal totals..

Table 2. Changes in civilian labor force by sex and marital status, March 1970, 1977, and 1978

(Numbers in thousands)

Sex and marital status	Civilian labor force			Change from March 1970 to March 1978	
	March 1970	March 1977	March 1978	Number	Percent distribution of change
Both sexes, total	81,693	95,766	98,437	16,744	100.0
Men, total	50,460	56,392	57,466	7,006	41.8
Never married	9,421	13,186	13,978	4,557	27.2
Married, wife present	38,123	38,704	38,507	384	2.3
Married, wife absent	1,053	1,436	1,703	650	3.9
Widowed	672	571	567	-105	-.6
Divorced	1,191	2,496	2,711	1,520	9.1
Women, total	31,233	39,374	40,971	9,738	58.2
Never married	6,965	9,470	10,222	3,257	19.5
Married, husband present	18,377	22,377	22,789	4,412	26.3
Married, husband absent	1,422	1,715	1,802	380	2.3
Widowed	2,542	2,251	2,269	-273	-1.6
Divorced	1,927	3,561	3,888	1,961	11.7

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 3. Employment status of persons 16 years and over by marital status and sex, March 1978

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
		Number	Labor force participation rate	Employed	Unemployed		
					Number	Percent of labor force	
Both sexes, total	159,062	98,437	62.2	91,964	6,473	6.6	874
Men	75,688	57,466	76.8	53,865	3,601	6.3	874
Never married	20,287	13,978	69.2	12,186	1,792	12.8	81
Married, wife present	47,920	38,507	81.6	37,118	1,389	3.6	730
Other ever married	7,481	4,980	67.1	4,561	419	8.4	62
Married, wife absent	2,236	1,703	77.4	1,529	174	10.2	35
Widowed	1,861	567	30.5	536	32	5.7	2
Divorced	3,384	2,711	80.7	2,498	213	7.8	26
Women	83,374	40,971	49.1	38,099	2,872	7.0	--
Never married	16,891	10,222	60.5	9,092	1,131	11.1	--
Married, husband present	47,906	22,789	47.6	21,614	1,175	5.2	--
Other ever married	18,577	7,960	42.8	7,393	566	7.1	--
Married, husband absent	3,173	1,802	56.8	1,609	193	10.7	--
Widowed	10,147	2,269	22.4	2,159	110	4.9	--
Divorced	5,257	3,888	74.0	3,625	263	6.8	--

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 4. Number of own children under 18 years old, by age, type of family, and labor force status of mother, March 1970 and March 1978

(Numbers in thousands)

Item	Total children under 18		Children 6 to 17		Children under 6	
	1970	1978	1970	1978	1970	1978
Total children 1/	65,755	59,675	46,149	42,702	19,606	16,973
Mother in labor force	25,544	29,741	19,954	22,867	5,590	6,874
Mother not in labor force	39,550	29,058	25,627	19,094	13,923	9,964
Husband-wife families	58,399	48,770	40,479	34,293	17,920	14,478
Mother in labor force	21,982	23,662	17,035	17,975	4,947	5,686
Mother not in labor force	36,417	25,109	23,444	16,317	12,973	8,792
Families headed by women 2/	6,695	10,029	5,102	7,668	1,593	2,360
Mother in labor force	3,562	6,079	2,919	4,891	643	1,188
Mother not in labor force	3,133	3,949	2,183	2,777	950	1,173
Families headed by men 2/	661	876	568	741	93	135

1/ Children are defined as "own" children of husband-wife families or of women or men heading families. Included are never married sons, daughters, step children, and adopted children. Excluded are other related children such as grandchildren, nieces, nephews, cousins, and unrelated children.

2/ Includes only divorced, separated, widowed, or never-married persons.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 5. Labor force status of women 16 years and over, by marital status and presence and age of youngest child, March 1978

[Numbers in thousands]

Marital and labor force status	Total	No children under 18 years	With children under 18 years						
			Total	6 to 17 years only			Under 6 years		
				Total	14 to 17 years, none younger	6 to 13 years	Total	3 to 5 years, none younger	Under 3 years
Women, 16 years and over, total	83,376	53,061	30,313	17,113	5,216	11,898	13,200	5,416	7,884
In labor force	40,971	24,823	16,147	10,336	3,110	7,226	5,813	2,739	3,083
Labor force participation rate	49.1	47.0	53.9	60.0	59.6	60.2	43.7	50.4	39.1
Unemployment rate	7.0	6.7	7.4	5.3	3.9	5.9	11.2	9.5	12.7
Never married, total	16,891	15,931	960	323	34	289	637	258	378
In labor force	10,222	9,746	476	212	34	158	264	120	136
Labor force participation rate	60.5	61.1	50.6	65.9	1/	73.5	41.5	50.1	35.6
Unemployment rate	11.1	10.5	23.0	16.8	1/	16.7	26.3	21.9	30.3
Married, husband present	47,926	23,066	24,861	13,694	4,141	9,553	11,167	4,366	6,800
In labor force	22,789	10,308	12,460	7,825	2,382	5,448	4,640	2,082	2,558
Labor force participation rate	47.6	44.7	50.2	57.2	57.5	57.0	41.6	47.9	37.6
Unemployment rate	5.2	3.9	6.2	4.1	3.4	4.4	9.7	7.6	11.4
Married, husband absent	3,173	1,495	1,679	913	266	647	765	348	418
In labor force	1,802	848	955	564	166	398	420	207	216
Labor force participation rate	56.8	56.7	56.4	61.8	62.3	61.6	54.9	59.4	51.2
Unemployment rate	10.7	7.5	13.4	12.4	9.5	13.6	14.7	13.3	16.0
Widowed, total	10,147	9,470	677	595	269	326	82	[illegible]	37
In labor force	2,269	1,891	379	337	154	183	41	32	9
Labor force participation rate	22.4	20.0	55.9	56.7	53.5	59.8	50.3	1/	1/
Unemployment rate	4.9	3.8	10.2	8.7	6.2	10.8	1/	1/	1/
Divorced, Total	5,237	2,880	2,377	1,709	466	1,242	668	407	261
In labor force	3,888	2,049	1,839	1,391	384	1,007	447	279	169
Labor force participation rate	74.0	71.2	77.4	81.4	82.4	81.1	67.0	68.5	64.6
Unemployment rate	6.8	5.7	7.9	6.1	3.3	7.5	13.8	13.6	14.1

1/ Rate not shown where base is less than 75,000.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 6. Employment status of white persons 16 years and over by marital status and sex, March 1978

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
		Number	Labor force participation rate	Employed	Unemployed		
					Number	Percent of labor force	
Both sexes, total	139,718	86,746	62.4	81,751	4,995	5.8	719
Men	66,894	51,331	77.6	48,475	2,856	5.6	719
Never married	17,091	12,032	70.7	10,687	1,345	11.2	63
Married, wife present	43,866	35,314	81.6	34,096	1,218	3.4	607
Other ever married	5,938	3,985	67.7	3,693	293	7.3	50
Married, wife absent	1,531	1,204	80.1	1,106	98	8.1	27
Widowed	1,539	452	29.4	429	23	5.0	2
Divorced	2,868	2,330	81.8	2,157	173	7.4	21
Women	72,824	35,415	48.6	33,276	2,139	6.0	--
Never married	13,740	8,612	62.7	7,843	769	8.9	--
Married, husband present	43,799	20,432	46.6	19,452	980	4.8	--
Other ever married	15,285	6,371	41.7	5,981	390	6.1	--
Married, husband absent	2,056	1,168	56.8	1,066	101	8.7	--
Widowed	8,848	1,912	21.6	1,831	82	4.3	--
Divorced	4,381	3,291	75.1	3,084	207	6.3	--

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 7. Employment status of black persons 16 years and over by marital status and sex, March 1978

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
		Number	Labor force participation rate	Employed	Unemployed		
					Number	Percent of labor force	
Both sexes, total	16,572	9,909	60.2	8,600	1,310	13.2	123
Men	7,470	5,161	70.3	4,497	665	12.9	123
Never married	2,734	1,655	60.9	1,245	410	24.8	15
Married, wife present	3,326	2,597	80.4	2,458	140	5.4	95
Other ever married	1,409	909	65.1	794	115	12.7	12
Married, wife absent	646	447	70.0	378	69	15.4	8
Widowed	285	109	38.0	99	10	9.1	--
Divorced	478	354	74.7	317	37	10.3	5
Women	9,102	4,748	52.2	4,103	645	13.6	--
Never married	2,842	1,420	49.9	1,087	333	23.4	--
Married, husband present	3,233	1,885	58.3	1,732	153	8.1	--
Other ever married	3,027	1,443	47.7	1,284	139	11.0	--
Married, husband absent	1,066	599	56.2	510	89	14.8	--
Widowed	1,166	317	27.2	289	28	8.8	--
Divorced	795	527	66.3	484	43	8.1	--

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 8. Employment status of Hispanic persons 16 years and over by marital status and sex, March 1978

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
		Number	Labor force participation rate	Employed	Unemployed		
					Number	Percent of labor force	
Both sexes, total	7,544	4,653	61.9	4,210	444	9.5	26
Men	3,574	2,852	80.4	2,597	256	9.0	26
Never married	1,070	707	66.2	599	108	15.3	1
Married, wife present	2,151	1,868	87.8	1,741	127	6.8	25
Other ever married	352	277	78.8	257	21	7.5	--
Married, wife absent	169	148	88.0	138	10	6.6	--
Widowed	51	21	40.3	20	1	5.0	--
Divorced	233	109	82.1	99	10	9.1	--
Women	3,970	1,801	45.4	1,613	188	10.4	--
Never married	934	504	54.0	427	77	15.3	--
Married, husband present	2,206	966	43.9	882	85	8.8	--
Other ever married	832	331	39.7	305	26	7.9	--
Married, husband absent	296	117	39.5	108	9	7.5	--
Widowed	260	46	17.7	42	4	8.7	--
Divorced	277	168	60.7	155	13	8.0	--

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

women&work

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WOMEN INCREASE NUMBERS IN LABOR FORCE; NEW RECORD SET

WASHINGTON -- The 1978 increase in the number of women in the labor force--a gain of 1.8 million--set a new record, according to the U.S. Department of Labor's Bureau of Labor Statistics (BLS).

The total civilian work force reached the 102-million mark in late 1978.

According to data from the Current Population Survey, conducted monthly for BLS, the record annual gain in women workers exceeded any previous change and accounted for nearly two-thirds of the entire labor force increase in 1978.

By mid-year, 1 out of every 2 women 16 years old and over was working or looking for work. At year's end, nearly 43 million women were in the labor force, according to the report.

Most of 1978's labor force gains occurred among women under 35. Large numbers of women 25 to 34 years old--71 percent of them mothers with dependent children--continued to enter or reenter the workforce, despite the pressures of combining a job with family responsibilities.

The rapidly escalating cost of living and society's acceptance of working mothers were cited as prominent reasons so many young women sought paid employment.

Other 1978 highlights included:

-A significant decline occurred in the number of unemployed women. About 3 million women were jobless in 1978, a drop of 271,000 from 1977. The female unemployment rate fell from 8.2 to 7.2 percent. Seven out of 10 unemployed women were looking for full-time jobs.

-Black women were reported still more likely than white women to be in the labor force, even though the gap has narrowed. The labor force participation rate for Hispanic women, almost 47 percent, was below that for either black or white women.

-The labor force participation rate of women with preschool age children continued to increase. Nearly 2 out of 5 women in the labor force--about 16.1 million--have children under age 18; of these women, about 5.8 million have children under 6.

-The average (median) weekly earnings of all women who usually work full-time was $166 in May 1978. This figure is about 61 percent of the full-time earnings of men ($272) and has shown little change since 1967.

-The number of families with more than one earner has risen dramatically. Since 1970, the total number of husband-wife families has increased by 2 million.

-The average number of years of school completed by U.S. workers were the same for men and women, 12.6 years in March 1978. However, the report noted that a larger proportion of men than women workers had completed at least 4 years of college.

This information is from Employment in Perspective: Working Women, BLS Report 555. To receive this report, which is available free while the supply lasts, contact Section of Inquiries and Correspondence, Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212, phone (202) 523-1239. Also contact, BLS at the above address about Mailing list 326 to receive other reports about working women.

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CROSS NATIONAL STUDIES
of Social Services and Family Policy

THE DAY CARE DEBATE:
A WIDER VIEW

by

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According to Washington observers and sophisticated professionals, day care legislation is dead -- at least in the short run. Those legislators who had supported earlier efforts to establish large-scale publicly subsidized child care programs have been burned. No large new constituent groups, coalitions or political alliances have emerged to offer support. The arguments are still the same, both for and against, and the debate remains at dead center.

We would argue that a principal reason for the stalemate is that the wrong question is being debated. Indeed the debate cannot be satisfactory if focused on only day care. But to make this clear we look at day care in some detail, first. We begin by explaining what is wrong with the conventional day care debate. We proceed, then, to show how day care is part of a larger picture involving major changes in work and family life in this country. We conclude by introducing a more comprehensive range of possibilities.

The Day Care Debate

The conventional question is: how should young children be cared for during the day when both parents (or a sole parent) work outside the home? Scholarly and popular articles, as well as government-sponsored studies and reports, contain inaccuracies, myths, ideology, and ignorance or denial of reality, all of which confound efforts to understand the issues. Nor have the major professional organizations and interest groups brought any clarity to an already confused and murky discussion.

The arguments found in the literature or in congressional hearings and debates go something like this:

1. There is no significant demand by parents for formal child care programs.

The data offered to support this statement are often inaccurate and the arguments are non sequiturs:

- "four out of [illegible]ve American children are cared for by their mothers during the day[illegible][1/]

- although parents use a wide variety of child care arrangements the modal form of care is still care within the family.[2/]

- when subsidized child care programs are available most eligible parents do not use them.[3/]

Our position is that there is an effective demand for child care programs but that the nature and extent of the demand varies by the age of the child. We offer evidence in support.

Since no one collects the relevant data systematically, Americans still do not have precise data regarding how and where all children of different ages are cared for during the day. However, there are data which suggest a separate and distinctive pattern for children aged 3-4-5 as contrasted with younger children. Most day care in this country is for the 3-5 age group, and most discussions of day care focus on provision for this age group, so this pattern has immediate significance.[4/]

Of the 9.7 million 3-5 year olds in 1976, over 49 percent (4.8 million) were enrolled in preprimary schools, either nursery school or kindergarten,[5/] representing an increase of over 50 percent during the last decade. Most of this increase is in nursery school enrollment for 3 and 4 year olds, which jumped by 120 percent since 1967 (from 14 percent to 31 percent). In contrast, enrollment of 5 year olds increased by about 25 percent, from 65 to 81 percent. In addition to these children in preprimary programs, another 11 percent of the 5 year olds (366,000) were attending primary school by 1976;[6] also, of the close to 1.5 million children in center or family day care about one third also attend some type of school.[7] In short, for many children prekindergarten and nursery classes and day care centers or family day care are "packaged" for an all-day plan. Adding up the best-estimate unduplicated count only, we get a total of nearly 6.2 million children aged 3-5 participating in some form of school or out-of-home day care program, representing about 64 percent of the age cohort. The overwhelming proportion (59 percent) are in a formal school or center program.

Clearly, there is a demand for these programs, a demand largely expressed now in the market sector. It is also worth noting that such demand is not confined to working mothers; half of the children attending preprimary school are from families with the mother at home. However, it is nonetheless true that far greater use of child care programs is made by working mothers than by others. For example, 75 percent of the nursery school children with working mothers attend a full-day program.

Thus, for various reasons, a very substantial number of parents want and use out-of-home, group programs for their children once children reach about age 3. Given the fact that most programs for 3-4 year olds are private, costly, and beyond the reach of some families, it seems highly unlikely that the demand for such programs has been completely satisfied. Any subsidy (in the form of available service or financial aid to users) could open up usage to still more families. In fact, since it is known that families with working mothers are high-rate users, and given the significant numbers of such women who still do not turn to these programs for 3-4 year olds, it is a reasonable hypothesis that cost factors suppress existing demand. At least this conclusion is far more reasonable than the assertion that almost everyone prefers informal care.

It is also relevant to note that, contrary to some recent "analyses," most mothers and especially most working mothers want more than just a baby-sitting arrangement when they seek child care. Such preference for an educational-developmental program shows up in expressed attitudes on surveys, in the utilization patterns and in the positive correlation between education of mother and enrollment of child in nursery school -- as compared with alternative care arrangements. Given the trend towards increased education for young women, still greater pressure for expansion of preprimary programs seems very likely.

In brief, there is clearly a demand for out-of-home child care programs for 3-5 year olds covering at a minimum the normal school day. The preprimary programs range in the definition of the "normal" day from three hours to whatever is the usual length of the elementary school day and even longer in some localities. As we have noted, the fact that parents may work longer hours does not justify dismissing nursery and pre-kindergarten from the discussion. A significant amount of such care (29 percent) is all-day. In addition, some mothers work part-time; many two-job couples arrange their shifts so that part-day child care is adequate; many other families add a center day care or family day care arrangement to the nursery school or preprimary class in such a way as to assure the needed and desired coverage.

Nor is there any reason in a discussion of policy to accept the artificial distinction between preprimary programs and day care. Most user-parents make no such distinctions and employ one label as readily as the other. As much is true for child care providers, who may describe themselves as "child development center," "child care center," "playschool," or any of several other terms -- or may employ the conventional "day care" or "nursery school." Even Head Start is sometimes considered as part of day care, at other times preschool.

Not long ago Beverly N. Feldman wrote a long information piece for parents in the magazine Los Angeles called "The Nitty-Gritty on Local Nursery Schools." She included in her directory everything from "education" and "child development" centers to Salvation Army Day Care and a series of Nursery Schools and Preschools. She was responding accurately to public definitions.

In short, divisions among nurseries, public prekindergartens (for 3 and 4 year olds), center day care -- all serving the ages 3 to 5 -- have to do with history, politics, organizational turf and professional prerogatives, not with substance and not even always with funding streams. The program and staffing variability within each type is so great in many localities (and certainly in states, regions, and the country as a whole) as to be equal to the differences between types. Why not? All these programs and staffs draw upon the identical theories of child development; the goals reflect the same society; they are called upon by parents to fulfill the same range of functions.

In contrast to the 3-5 age group, however, a somewhat different picture emerges with reference to child care for children of other ages. Here, two other components of potential demand can be identified: (1) care of infants and toddlers (children under the age of 3) when parents work; and (2) supplementary care for children to cover the time between the end of the normal school day, whether it is a half day or a full day, and the parents' work day.

There are no data yet available to provide even an informed guess as to the nature and extent of the demand for these types of care. Indeed, although more than 35 percent of the mothers of children under the age of 3 were in the labor force last year,[8] and 44 percent of the children of that age (4 million) had mothers who worked at some time during the year (and two thirds worked full time)[9] we have very little knowledge regarding how these children were then or are now cared for.[10] An inadequately analyzed or reported national sample survey of parents found that 180,000 children of this age were cared for at least 30 hours per week, in centers, and 652,000 in family day care.[11] In addition 370,000 were cared for over 30 hours in their own homes by a relative other than the child's own parent, or by a non-relative. In the category 10-29 hours of care per week were 106,000 under-3's in center care, 689,000 in family day care and 485,000 in paid in-home care. A growing number of 2 and 2-1/2 year olds also are attending private nursery schools.

None of these figures give us any real sense of how most employed parents cope with child care for this age group. Indeed one cannot fail to be astonished at how little attention is paid this question and how uncertain the facts are. None of the census reports include data on care of the "under threes" despite the knowledge that the most significant growth in the size of the labor force over the past decade is attributable to the entry into the force of married women with children of this age.

School is the primary child-caring institution other than the family. Yet there is similar ignorance about how children are cared for when they attend school and their parents' work day does not coincide with the school day, or when school holidays and work holidays are not the same. For those women working part time this may not present a problem, but two-thirds of all employed women do work full time. Some parents may deliberately work different shifts in order to minimize the need for special child care. Some parents might view 10 year olds and older as able to care for themselves. Regardless, we would assume that there is both need and significant demand for child care services among parents of the under-threes and parents of school-age children, at least through age 8 or 9. But thus far an accurate quantitative assessment is impossible.

2. Child care programs are ineffective and have failed to achieve their specified goals.

Here, the specifics are of a different sort, since each individual or group claiming the weakness or failure of such programs does so for another, and often a contradictory, reason. Among these so-called "failures" of day care are:

- It does not assure labor force participation of mothers with young children.
- It provides an incentive to work for women who really should be home with their children.
- It does not help reduce the welfare rolls.
- It does not provide enough jobs for low-income women.
- It does not successfully stimulate cognitive development or measurable compensate for early deprivation. Or, if it does,

the effects are not long-lasting.

The basic problem with the "failure" argument lies with the inappropriateness of the suggested goals. Burdening child care programs with a series of objectives having to do with modifying parental behavior is as inappropriate as burdening them with a mass of extraneous services designed to substitute for every other social policy inadequacy, including the absence of national health insurance and the continued high rate of unemployment.

Preprimary programs are clearly something attractive and desirable. Those people who can afford the service purchase it in large numbers; and those who cannot afford it out of their own incomes seem to use it when it is free or low cost. Parents who are not working are increasingly placing their children of this age in such programs. Obviously they, too, believe them to be beneficial. Working parents behave the same way, when they can. The failure to demonstrate precise, measurable, lasting, positive effects of the experience may have to do more with the inadequacy of existing measures (or the choice of what to measure) than with the experience. Unfortunately, for example, there are still no reliable social competence measures for children of this age.

We are not arguing that no program should be assessed for its effects as a compensatory program. After all, that is what Head Start is. But the bulk of day care in the U.S. is not Head Start and should not be evaluated as if it were. Were we as a society to apply to our elementary school system the yardsticks introduced into the day care debate, we would abolish the existing programs. Practically nobody proposes that, whatever the schools' problems.

As for getting women off welfare rolls and into the labor force, obviously the existence of employment -- jobs -- is far more important than the availability of child care arrangements. After all, despite the current high unemployment rate, 49 percent of the mothers of children aged 3-5 worked last year.[12] The real problem continues to be the shortage of jobs, the inadequacy of training and education, and finally the problem of low wages in those jobs which most women are able to obtain. Regardless, when women off or on the welfare rolls seek work and once women are in the labor force, the question that emerges is what kind of child care can they obtain and what responsibility does society have, if any, to assure that good care is available at a reasonable cost?

3. Child care programs undermine family values and interfere with family prerogatives.

It is particularly difficult to give credence to this argument -- to understand it let alone to support it -- when close to two-thirds of an age group are already participating in these programs on a voluntary basis because their parents either think the experience good for them and consonant with their values, or because they view the choice as reasonable, given the alternatives. Further, as noted, use of child care programs is not contingent only on labor market pressures and concomitant needs, since many children are enrolled even when their mothers are at home. It has yet to be shown that family values have been eroded anywhere by child care arrangements, whether in nursery schools, centers, or in family day care homes. To the extent that these parent-consumers assess the arrangements, they are overwhelmingly positive about group programs. These facts suggest that the argument is made by a vociferous minority who are out of touch with how the majority of parents feel and behave. How to respond to this minority is a separate problem. They both want day care to get AFDC mothers to work but do not want too much day care, lest other mothers decide to take employment!

A very brief look at the experience of other countries with more extensive preprimary programs than we have is instructive. Although the conventional wisdom is that it is only in the Eastern European countries, or perhaps Sweden, that one finds extensive child care programs, the facts are otherwise. Sweden has proportionately fewer such programs, less child care coverage, than the U.S. The Swedes are attempting to expand child care with public subsidy at a rapid rate, but neither they nor any of the Eastern European countries begins to compare in coverage rates with some of the countries in the west.[13/] Thus, for example, France, the bastion of "family centeredness" and individuality, has the most extensive public preprimary school program (école maternelle) of any country in the world. About 95 percent of the 3-5 year olds attend such programs including: almost 100 percent of the 4 and 5 year olds; over 80 percent of the 3 year olds; and even 28 percent of the 2 year olds. And almost all of these children are enrolled in the free, voluntary, public educational program open for children aged 2-6. (Many other 2 year olds are in family day care and crèches.) Belgium has almost as many children participating in their preschool programs; Israel includes almost

90 percent of the age group in either pre- or primary school; the Federal Republic of Germany has provision for over three quarters. In none of these countries are parents viewed as any less autonomous because their children attend such programs. Several are characterized by family life perhaps even more intimate and central than ours. In a number of these countries the child care programs have been developed, expanded, and supported as part of a national pro-family policy.[14]

4. Child care programs are too expensive, or as one critic has described them, they represent a "fiscal time bomb."[15]

The arguments posited here include:

- the exorbitant cost projections for day care, both per child and for a national program.
- the irrationality of providing subsidized care to AFDC recipients whose earnings may not be much more than the cost of such care for one child, and nowhere near the costs if they had two children in care.
- the high cost and inequity of subsidizing what are primarily secondary earners.
- the inequity of burdening those with no children or those who care for their own children, with the cost of subsidizing the care of other people's children.

Actual per child cost estimates for child care programs are an important consideration in setting policy and in developing programs. Yet the discussions surrounding costs are complex, unclear, and often heavily value laden. Here, too, the data are very soft and most cost figures are given without any indication of what is included or what is provided for that amount of money.

Approximately 60-75 percent of the costs of a child care program are attributable to staffing; thus, the number and qualification of staff have an immediate effect on the costs. In addition, however, there are the costs of supplementary services such as health care, psychological counseling, and so forth -- services which may not be essential for each center and should not be included in projecting operating costs of each program -- even though they often are.

Many of the usual estimates generated by public debate suggest $3,000-4,000 per child per year for "quality" child care. Whether or not this is too much to spend is a separate issue. What is significant is that it is very hard to obtain any detailed breakdown of what this figure means, let alone whether it is accurate. A recent national survey concludes that typical costs actually are lower, whether in non-market or market care, regulated or not.16/

In addition to the difficulty in obtaining per child costs, aggregate estimates for a national program are also confused. These estimates rarely take account of the desire for part-day care by some mothers. They usually project after school care for 6-14 year olds although few 10 year olds and older would participate in any such structured daily program. (Most would prefer sports, hobbies, visits with friends, or just going home by themselves; and most can take care of themselves at that age and would resent any other arrangement.) The professional day care groups reinforce the exaggerated estimates by assuming that all affected parents of 3-5 year olds need and would use full-time center day care, thus ignoring the large numbers of children already in preprimary programs, who would need only supplementary care. The cost estimates also often assume a one year turnaround rather than a developmental process, as parental preferences are expressed, and new policy is shaped.

Even if we had accurate cost estimates, however, the argument of some that the costs are too high would persist.

For those who view subsidized child care as a ridiculously expensive alternative to welfare, we would suggest consideration of two factors:

(a) Facilitating employment of an AFDC mother does not just mean balancing the costs of child care against the costs of public assistance for the time the child is in day care. It may also assure a kind of "mainstreaming" by helping a woman enter the labor market and begin to develop the life style, skills, and attitudes of a working adult. Day care opponents or cost-benefit analysts of day care for AFDC families might consider a long-term perspective under which, given both suitable employment and a child care alternative, mothers of AFDC children might be expected to work when children reach the age of 3.

(b) At the same time as more and more children aged 3-5 are enrolled in preprimary school programs, denying that experience to a child who may already be deprived may result in still greater exclusion from the usual experiences of childhood and from what one would wish to assure as part of a normal developmental process. Under these circumstances, a very different perspective on costs may begin to emerge. When we make AFDC policy, why not ask about mothers not on AFDC, about their work and child care patterns once the children reach age 3? We are troubled at the fact that the now stalemated Carter welfare reform proposals assume a job offer -- and part-time at that -- only to mothers of children aged 7-14!

For those who view "expensive" child care programs as subsidizing secondary earners we would note that 13.6 percent of all U.S. families are now one-parent female-headed families; also in almost 3 percent of the husband-wife families only the wife works.[17/] Of the 47 million husband-wife families close to half include both husbands and wives as wage earners. Some 13 percent of working wives earn more than their husbands. Among all families where the wife works full time, all year, her earnings represent 39 percent of family income. Moreover, in low income families, the wife's earnings produce a still greater portion of family income. For these families the ability of the wife to continue working may make the difference between an adequate or inadequate standard of living. For many others, the wife's earnings facilitate a more desirable standard of living, but not by any means an affluent one.

Finally, there is the question of equity. Is it fair to expect those with no children or those who remain at home to care for their own children, to carry the tax burden involved in subsidizing the care of other people's children? This is a far more profound question and one that we will address in more depth subsequently.

5. There is no need for government to operate or subsidize child care programs. If there is any need for a national child care policy the response should take the form of a "demand subsidy" rather than a service program.[18/]

The last argument posed is that if the government is going to establish any sort of a national child care policy it should provide a demand subsidy such as a more adequate tax credit or a voucher so that all parents can make their trade-off choices and express their preferences in the market just as those with higher income can. The problem with such a policy is that it can be effective only if the market is able to respond to demand quickly and if an increased supply of child care resources of satisfactory quality can become readily available and at reasonable cost.

Recent U.S. experience with demand subsidies suggests the dangers of such an approach. Medicaid, Medicare, and non-profit and profit health insurance programs have contributed to enormous inflation in the costs of medical care because of just such an approach. To subsidize demand without assuring some direct supply of services and effective control of professional and service monopolies would seem hazardous at best and might leave middle income families, once again, excluded from obtaining the kind of programs they most desire. And we now have a tax credit which is a modest demand subsidy for relatively high income families. What of the others?

To summarize: We have identified and analyzed each of the major arguments against the development of public child care policy and child care programs. Our conclusions are:

- There is a substantial demand for child care programs for 3-5 year olds and far more use of such programs than is generally known.

- The demand for infant and toddler child care is still unknown. Of perhaps greater importance, the need for such care has been given practically no attention thus far.

- The demand for after-school child care is not known, although there is some consensus regarding the need for such care.

- Inaccurate and confused distinctions made among the various institutional forms of child care have blurred the policy debate and perpetuated the stalemate. Center day care, prekindergarten classes for 3 and 4 year olds, private nursery schools, after-school care programs, and family day care arrangements are all one policy package. All are used, or are potentially available, singly and in various combinations, for working or non-working parents who want to plan care arrangements that meet their unique schedules, and are consistent with their values and goals for their children.

- The benefits of most programs are assessed inappropriately; parents want and programs can provide good child care. (That does not mean "just baby sitting" to them. If they use any group program, whatever the name, they assume cognitive content and opportunity for socialization and development experiences.) Response to a parental search for care arrangements does not represent any more of an intrusion into family life than school does for other children. Modification of parental behavior or solution of society's major ills is not an appropriate test for child care programs. (This does not preclude specific remedial programs for the most deprived families, such as Head Start.)

- The costs of child care programs vary, depending on the number and training of staff, but also on the length of time children spend in the programs and the numbers and types of specialized services. Many parents will find a part-day program as long as the normal school day adequate. Other needed services should be supplied elsewhere, or not added on to the costs of child care, even if located in schools or child care centers. Needed are sufficient places for parents to select the amount of care-time consonant with their own needs and preferences and their children's needs. In the final analysis, what determines whether or not the cost of this or any other social program is too high is the value system of the society. We do not allocate road, park, space, defense or health resources in terms of narrow cost-benefit considerations. What a country can afford reflects its priorities for spending, priorities which will vary among and within countries and over time.

At this point a reader might say: "All right, so there is more interest in group programs than we thought, and some of the conventional arguments both for and against day care are wrong. But the size and nature of the overall demand is still unclear. I still see no reasons for supporting a big new social program, even if some parents want it."

We are urging new terms for a debate, not a specific new social program. But a full response requires that we turn to what else is happening in the society at large that suggests the need for a different perspective. Of paramount importance is the growth in the number of employed women, especially married women with young children.

The Changing Role of Parenting

Eli Ginzberg, the economist, is among those who have suggested that the large scale entry of women into the labor force has been "the single most outstanding phenomenon of the twentieth century," with implications for every aspect of our daily lives. Yet thus far relatively few people are sufficiently aware of the dimensions of this phenomenon and of projected trends, let alone their implications.

It is not that women have never before been workers. Any reading of social history for the sixteenth to eighteenth centuries shows otherwise. But, in the past, women worked -- as men did -- in non-monetized work at or near home, in farming or (later) in home-based cottage industry. Only with industrialization did home and workplace become separated. And only for a very brief time in history, from the mid-19th to mid-20th centuries, was there a small strata of middle-class and (later) working-class women who remained at home, neither working on the farm, in domestic industry, or in the factory, fully at leisure apart from child care and housework, and often even having assistance in these tasks, too. In short the "modal" family, with the father at work outside the home supporting the mother as a full-time homemaker and child care person (and consumer of cultural advantages) is a relatively recent phenomenon growing out of particular economic and social circumstances in modern society. The pattern spread briefly, too, to many other groups (and in part explains AFDC policy). Since World War II it has begun to break up once again.

One might debate the weighting of the "causes:" labor force shortages because of the war; labor shortages under economic growth; a push for equality; the desire to share a higher standard of consumption. The change is dramatic, large-scale, probably irreversible. Women have "returned" to work, but now there is a physical separation of workplace and home. A new problem emerged and was formulated as: how are employed women to cope with the responsibilities of child care and child rearing when they are away from home for a significant portion of each work day? The struggle for married women to have the right to obtain and hold paid employment was won only in the middle of this century. What we are just beginning to address now is the even broader question: the struggle of employed women for the right to marry, bear and rear children. Perhaps even more important, as more and more women enter the labor force anticipating a permanent attachment at the same time as they expect to marry and have children, is the concomitant effect this development must have on men, too.

Since 1950 the participation rate of women in the labor force has increased from about one third to almost one half (48.1 percent). 19/ At the same time, primarily as a result of earlier retirement, the participation rate of men in the labor force has decreased from 86 to 78 percent. Participation rates for men between the ages of 25-54, the peak years of family responsibilities, are a little above 90 percent. Among women, 67 percent of those in their early 20s and close to 60 percent of those aged 25-54 are in the labor force. This trend is expected to continue, with still more women entering the labor force during the next decade, and a projected participation rate in 1990 of 67 percent for those aged 25-54.

Since World War II, the trend in labor force participation of women has been clear cut, representing a particularly significant pattern for those interested in the problem of how parents are to cope both with family and work responsibilities. The first cohort to expand its participation rate consisted of those women aged 45-59 who had largely completed their child-rearing responsibilities. Since the mid-1960s, however, the greatest labor force increases have occurred among women under age 45, especially married women living with their husbands. Thus, the proportion of married women in the labor force with school-aged children nearly doubled between 1950 and 1976, and the participation rate of wives with preschool children tripled. Moreover, the proportion of mothers participating in the labor force grew at a faster rate than for all other women; by 1977 over half of the mothers of children under 18 (50.7 percent) were in the labor force, as against 48 percent of women generally.

Since 1970, the greatest labor force increases have occurred among married women under age 35, with children under age 3.[20/] Furthermore, the long-term pattern, in which large numbers of women withdraw from the labor force in their 20s to rear children, has apparently ended. Not only were close to 60 percent of the 20-24 year olds in the labor force in 1970, and 67 percent in 1977; but for the first time there has been no significant decline in labor force participation for women aged 25-29, the prime child-bearing years.[21/] This suggests both increased commitment of women to permanent labor force attachment and work behavior on their part increasingly similar to that of men.

Finally, we would note two more developments which may be predictive: (1) Among women aged 25-54 the effect of higher education on labor force participation is particularly pronounced, with the labor force participation rate for women college graduates being over 70 percent. Given the rapid and steady increase in women's educational attainment since 1950, there is great likelihood of higher overall rates for women. (2) Women with one or two children tend to work more than those with three or more. The long-term trend to have fewer children should contribute still further to this growth of the female component in the labor force.

In short, women are working in growing numbers and there is increasingly less difference between the labor market behavior of mothers and those of all women, and between women and men. Moreover, responses to national surveys regarding women's attitudes towards work indicate that they, like men, view work as central to their identities and would continue to work even if they could live comfortably without earned income.

And whatever the preferences, the economic motives are strong. Given both the growth in one-parent, female-headed families (whose labor force participation rates are, of course, much higher than those we have given for married women) and the growing significance of wives' earnings to overall family income, especially in low and medium income families, the economic motivations behind women's employment are readily apparent. The fact that families "could manage" by the standards of an earlier era is irrelevant as levels of aspiration and consumption habits are increasingly based on two incomes -- at all income levels.

The society has changed and the two-earner family has emerged as the dominant family type; nearly half of all families include an employed woman. Fifty-five percent of all mothers worked at some time last year and nearly half of those with children under 6 did -- even though full-time employment, all year round, characterized a somewhat smaller number.[22]

Women are in the labor force and they will remain there. Indeed, the likelihood is that more will enter. Their labor is required to support a family, to maintain a standard of living, to enable them to participate fully in society, to meet the society's needs for a productive labor force.

But the discussion is not only about men and women. It is also about children who are valued and needed both by the adults who want and enjoy them and the society that depends upon them. They represent societal and familial continuity and immortality, a source of personal and private pleasure and joy for parents and immediate family and -- in a broader sense -- the future labor force and citizenry, producers of the goods that pay the pensions of the elderly, the parents of the next generation. The full implications of these facts are seldom probed in a society content to remember on all suitable ceremonial occasions that "children are our greatest resource" -- and then to go on to the next bit of business.

Children are both "consumption" and "investment" goods for families and societies. The individual decision to have them is complex, influenced by psychological, social, and economic considerations not fully understood. Yet few would deny that economic factors do play a significant role: the costs of bearing, rearing, and educating a child; the income foregone if a parent remains home or withdraws from the labor force for purposes of child care. Similarly, the societal policy is also complex: a concern with the "quality" of our children and yet a desire to retain the privacy and diversity of the family institution. Inaction as well as action which ignores impact on families is no less significant in determining what occurs than action which is made conscious and deliberate. While our national policy box-score is not always impressive, there is greater likelihood of wisdom (or at least of avoiding unintended drift) if more of the choosing is made visible. Of course the concerns about value issues and their potentially explosive and divisive nature make many citizens wish to skirt the policy debate. But head-in-the-sand escapes or issue distortion yield no less dangerous consequences. We therefore prefer a discussion.

The Family Policy Question

Viewing women, parenting, children, child rearing in the light of all we have said thus far suggests a far wider perspective with regard to public policy for children and families than has been generally espoused. Yes, it is necessary to clear up confusion about day care and other child care. However, at the very least, the question to debate is not what should be done about providing care for children while some parents work but how are adults going to manage the successful care and rearing of future generations of children while spending a substantial portion of time away from home at gainful employment? The answer must involve more than formal -- or informal -- child care arrangements.

There are those who would say there is no cause for concern and would respond: "Adults will manage the same way they always have; women will bear and rear children and will somehow take care of them no matter what else goes on." Perhaps they are right. Perhaps nothing else is to be said. Similar arguments were used in the past against public elementary education, public sanitation, and Social Security programs.

But we among others believe that the changes are too significant for that. It would not be wise to ignore the potential consequences of these changes for children, women, men, families, and the society at large. As in many other fields this does not need to mean governmental "takeover" -- but rather the carefully based supports, incentives, and sharing between government and family that sustain our institutions and reinforce core values.

The new fact is that while parenting and employment continue to be the two most important roles for adults, both these roles are being shared increasingly within a family, with each parent carrying both roles. In order to permit adults to fulfill both of these successfully -- to become effective parents at the same time as they are productive workers -- the society at large must begin to reexamine what its posture should be, in buttressing families. What can society do and how can it do it without creating undesirable consequences? Just as in the early and mid-20th century we began to realize that there was a societal responsibility towards the aged, the dependent survivors of a worker, those temporarily unemployed through no fault of their own, American society must now begin to acknowledge its responsibility to those who carry the burden for rearing the next generation. For the loss of income because of childbirth is as much a "normal" risk for families in an industrialized society, dependent on the income from two wage earners, as was the loss of the sole breadwinner in earlier years. And such a loss is even more critical when the mother is the sole parent. Bearing and rearing children are important contributions to the long term productivity of the society but they are costly contributions and should be recognized as such when entitlements to retirement pensions or other categories of benefits are assessed -- and when other income transfer programs are considered.

Raising the question of how employed adults can marry and bear and rear children successfully suggests a very different policy discussion and different conclusions about societal responsibility rather than a focus only on how children are cared for during the day. The debate generated by such a perspective would involve a far wider range of options than those posed thus far. At the very least, the exploration would need to begin to consider choices having to do with income support, social insurance benefits, modifications in work hours, as well as child care programs. These possibilities can be comfortably discussed by a society that has discovered the need for public education and social insurance -- and has recognized that they are compatible with the political and economic institutions of a democratic mixed-economy society.

We know that these issues arise in an informed debate because they are elements in the policy repertoire employed elsewhere in response to the circumstances here described. To illustrate more specifically, we offer brief descriptions of several approaches, all of which are already in use in many other countries.

- Maternity Leaves or Parent Insurance, as a Social Insurance Benefit

As mentioned earlier, the temporary loss of income as a consequence of childbirth and subsequent convalescence can create a major problem for a family dependent on that earner's wage for its standard of living. Moreover, anxiety about coping with an additional financial burden adds unnecessary stress to what is already a stressful time in the life cycle. Furthermore, the pressure on women to return to work immediately after childbirth may harm them or their children.

Almost every other industrialized country already provides some form of cash maternity benefit (usually related to health insurance) and two countries assure fathers an opportunity for sharing in this benefit also ("parent insurance"). For much of Europe, this means the right of an employed woman to withdraw from the labor force for at least three months around the time of childbirth, with some portion of wages being paid and full job protection provided. While three months is typical, some countries offer more extensive benefits; the Swedish entitlement is nine months. The benefit "package" may include a lump sum given at the time of childbirth and medical coverage, as well as the paid leave. In Sweden and Norway the entitlement includes the right for parents to share the benefit between themselves so that each parent has some opportunity, if desired, to remain home and care for the new baby for some period. All countries providing such a benefit also assure women the right to an additional unpaid leave, with full job protection and all fringe benefits, usually for about one year.

At present, the only comparable coverage in the U.S. is what is provided under private disability insurance that specifically includes pregnancy benefits. It is estimated that about 85 percent of all working women will become pregnant at some point in their working lives. Yet of the 63 percent of the civilian labor force which has some form of private disability coverage, only 60 percent provide any benefits for pregnancy and childbirth. Thus, even if the proposed legislation were passed most women would not be covered. To require that all employers provide such coverage imposes a particular burden on industries with a high percentage of female workers, yet clearly such coverage is essential from the point of view of maternal and child health as well as the economic well being of the family generally. Thus the policy challenge -- to invent "maternity" or "parent" insurance even though U.S. lacks an obvious program vehicle, since it does not pay cash sickness benefits out of a public program.

- Child Care as a Service

We mentioned earlier that the overwhelmingly dominant pattern in Europe for providing child care for children aged 3-5 is a preschool or preprimary school program, within the public educational system. Such programs are voluntary, free, cover the normal school day and have expanded phenomenally over the past decade in most countries. Moreover, they are viewed as essential socialization and development experiences for children and are used as such by most children regardless of whether or not their parents work.

Indeed, in all countries other than the Anglo-American, the local equivalent of the term "day care" is used only to describe care of infants and toddlers -- children under the age of three. From age 3 on, most children attend the preschool which fulfills a child care function as well as an educational and developmental role. Interestingly enough, in all of these countries (and in contrast with our AFDC policy), women are expected to work, if there is economic need, when a child is age three. However, the development of child care programs takes place independently of the labor force participation rate of women.

The need for some kind of programs to supplement the normal school day for young children whose parents' working day goes beyond school hours is acknowledged everywhere. However, few countries have managed any systematic program development. Sweden has initiated a program of "leisure time centers" where school-aged children can come from school, often sharing in activities with younger children, acting the role of older siblings, or learning how to care for young children. Israel has a program of youth clubs and is experimenting with a longer school day for some children. France encourages schools to remain open to provide supervision for children whose parents are working. In some large cities at least one school in each district must provide such a service, but it remains largely custodial and the French are hoping to develop more enriched programs shortly.

All industrialized western countries, including our own, recognize the problems of latchkey children. Despite this, we in the U.S. are still not discussing development of any systematic provision for the very young school-aged child when schools are closed and parents work.

- Infant and Toddler Care: A Choice of a Cash Benefit or Service -- or Both?

The question of infant and toddler care is being debated throughout Europe now even though there is little discussion in the U.S. Assuming that most children will be cared for by a mother (or father) home on paid -- or some combination of paid and unpaid -- maternal or parental leave until the child is somewhere between age 6 months and 1 year, and noting that an increasing number of preschool programs are considering admitting children at age 2-1/2, the debate regarding child care is beginning to be concentrated on children from about age 9 months or 1 year to 2-1/2 years. Countries have chosen a range of policies including day care centers, family day care, extended cash benefits to permit women to remain at home without undue financial hardship until the child is 2 or 3, a shorter work day without loss of pay for parents of very young children, special housing entitlements for parents of young children, or some combination of all of these.

There is a reasonable basis for arguing that a generous grant to allow employed parents the option of remaining at home until a child is 3 years old is good public policy, an alternative to developing extensive day care arrangements. Or that a combined center care and family day care system will meet a country's needs, if also supported by parental leave to remain home from work if a child is ill. Some approaches will work in some places, some in others. They variously need buttressing by housing and health care policy, continuing education transition and for the parent at home -- and so forth.

Even more interesting is the possibility of policy options which recognize differences among families and their needs and preferences.

This is not the place to provide details or to suggest an American program. The formal criteria for choice relate to effects on children and families -- as well as costs. We find country choices to be made in the context of labor market, population, equal rights and economic considerations, of course; but everywhere there is serious and sincere concern with families and children. The posing of social benefits, cash allowances, and child caring arrangements as parts of an interconnected "package" increases the possibilities and enriches what is offered.

- Income Maintenance Policies

Indeed, the whole question of family-related income supports emerges as part of this discussion in a way that it has not heretofore. If there is some desire to alleviate the financial burdens of families while they are rearing children (whether or not mothers work and do or do not use child care services!), other policy possibilities might be considered, including family or children's allowances, tax credits, social security entitlements.

Every industrialized country other than the U.S. provides a family allowance, a cash demogrant of varying amounts given to a parent based on the presence of a child in the family. The grant is explicitly designed to offset the financial burdens of child rearing. In most countries this benefit is awarded for each child; in some, it begins only with the arrival of a second. It may be tax free or taxable. It is occasionally but not generally means-tested. It is a large grant in some countries and very modest in others. Extensive research and literature on the experience of providing these benefits in several countries indicates that there is no discernable effect on birth rates; indeed, those European countries which have a history of 30 or more years in supporting such policy have fertility trends and birth rates very similar to our own. But the effect on the living standards of low income families in a country such as France, which provides a substantial benefit, has been significant.

Other strategies might include a tax credit for each child as an alternative to family allowance and to the common dependency deduction, or cash subsidies for purchasing child care. In addition, employment-related benefits might also be considered, such as entitlements to a certain number of days of paid leave for employees to care for an ill young child at home, or flexitime -- a work schedule which makes it easier to mesh home and work timetables.

We have illustrated possibilities, offering neither a full listing nor an American program. The point is to move the discussion beyond day care to child care -- and from child care to parenting. At the end, the choices will depend on what we as a society want to achieve for families -- families which include men, women, and children. As we approach the next decade, we will be entering a period of unprecedented expansion in the number of adults at the stage of peak work and family responsibilities. And more and more of them will be experiencing the pressures of both these roles. Inevitably, their voices will enter this debate, too. It is unlikely that they will find the present situation acceptable.

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Footnotes

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CROSS NATIONAL STUDIES
# of Social Services and Family Policy

WHO'S TAKING CARE OF OUR CHILDREN?

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The most significant development in mid-twentieth-century America is the massive movement of women into the labor force. Moreover, the proportion of mothers participating in the labor force has grown at a faster rate than the proportion of all other women.

In 1977

* 51% of mothers with children under 18 were employed.
* 48% of women generally were employed.
* 49% of women with a youngest child between the ages 3 and 5 were working.
* 35% of women with a youngest child under age 3 were working.
* 43% of working women were single, widowed, separated or divorced.
* Over 25% were married women whose husbands earned less than $10,500 per year.
* Since 1970 the greatest labor force participation increases have occurred among married women, under age 35, with preschool-age children.

Most women work for the same reason most men do; they need the money.

Thus, for 70% of the women in the labor force, employment was an absolute economic necessity. And a substantial number of the remaining women worked in 1977, and work today to improve their families' basic living standard.

Clearly, the percentage of women in the labor force with very young children has increased dramatically during the 1970s. For almost all of these women, labor force participation means working away from home during the day, necessitating some kind of child care arrangement.

Where are these children while their mothers work?

Just as school is the major child care institution for school-age children, preschools (nursery, prekindergarten, kindergarten, preprimary) are playing an increasingly important role in the care of children from age 3 to the age of compulsory school entry at 6.

In 1976,

* 9.7 million children were between the ages of 3 and 5.

* 64% were in an out-of-home child care program.

* 59% of these were in either a formal preschool or center-based day care program.

* 5% were in a licensed family day care home.

For children under age 3, the figures are much rougher. The best estimate is that about 10-11% are in some form of out-of-own-home, non-relative care regularly), with only about 3-4% in any form of group or center-based program.* In addition, of course, a few women have live-in relatives, and some women work odd shifts in order to share child-care arrangements with their husbands.

How does the U.S. compare with other wester, industrialized countries?

Not very well. The overwhelming dominant pattern in Europe for providing child care for children ages 3-5 is a preschool program within the public educational system. Such programs are voluntary and free, cover the normal school day, and in most countries have expanded phenomenally over the past decade. Moreover, they are viewed as essential socialization and development experiences and are used as such for most children whether or not their parents work. The chart, "Child Care Arrangements," shows that in France, Belgium and Israel over 90% of preschool children ages 3-5 attend such programs. West Germany, The Netherlands and Italy all surpass the U.S., with between 2/3 and 3/4 of this age group in public preschool programs. Although Swedish rates are lower than those in the U.S., almost all Swedish programs are heavily government subsidized and publicly operated in contrast to the U.S., where private programs—many operated for profit—predominate.

Chart A also indicates that child care arrangements for children under age 3 are much less extensive everywhere than those for older preschoolers. Yet here, too, the U.S. is a laggard. Indeed, only now in the U.S. is there an acknowledgement of the distinction between child care needs of 3- to 5-year-olds and those of infants and toddlers. Furthermore, every industrialized country except the U.S. provides a paid maternity (or parent) leave for working women at the time of childbirth, lasting from a minimum of three months to a maximum of nine. Chart B, "Maternity and Parental Leaves at Childbirth," compares policies in six Western European countries. At the same time, some countries are suggesting alternative arrangements for the care of these very young children.

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*Much of this care is over 30 hours a week, but some is 20-30 hours and a little is 10-20 hours.

Chart A

Child Care Arrangements (a)

Country	Percentage of Children Ages 3 to 5 Enrolled in Preschool Programs (b)	Percentage of Children Ages 0 to 3 in Out-of-Home Programs (day care centers, family day care, preschool) (c)
France	95	31
Belgium	92	
Israel (d)	90	
The Netherlands (e)	90	
West Germany	75	4
Italy	65	
Sweden (e) (f)	50	12-15
U.S. (f)	64	10

(a) Data for 1975 or 1976 are for licensed programs.
(b) Almost all programs are publicly subsidized, except for the U.S., where private programs predominate. Also except for the U.S., where program hours very widely, most programs cover the normal school day.
(c) Data available for a limited number of countries only.
(d) Compulsory school entry is at age 5.
(e) Compulsory school entry is at age 7.
(f) Includes day care centers and family day care programs.

Why is the U.S. so far behind?

The labor force pattern of high rates of employed mothers has emerged in the U.S. only in the 1970s. A much greater use of preschool programs has emerged over the last five years, although this change in behavior has not yet been acknowledged by policy makers.

Other countries are convinced that preschool is an important developmental experience for all children from about ages 2 or 3, regardless of whether parents work. Because it is for all children, not just for poor children or children of working mothers, there is widespread support for preschool programs.

Such programs are not viewed as "inappropriate government interference." On the contrary, they are part of routine governmental responsibilities, along with public education and social security. They are believed to buttress and strengthen families.

Finally, much of the debate about child care programs in the U.S. has been confused--and confusing. Thus, a broad-based constituency has yet to emerge around any politically viable position. No attention has been paid to the different preschool needs of children at different ages. The child care professionals distinguish day care from preschool programs, while parents make no such distinction. Cost factors have been exaggerated. In short, there is need for a new debate.

WHAT ARE THE ISSUES?

Maternity Leaves for Employed Women

* Should the U.S. government guarantee by law a paid maternity leave for working women, following childbirth?
* How many weeks should such a leave cover?
* How should such a leave be paid for?
* How should it be administered?

Preschool Programs for Children Ages 3-5

* Should the U.S. offer free, public, voluntary preschool education for any child whose parents wish him or her to attend?
* How should this be paid for?
* How should it be administered?

What kind of care, if any, should be provided for children under age 3 when the sole parent or both parents work?

* Is this a subject for government policy?
* Should the goal be to provide care for these children or to provide financial aid to parents so that one parent can stay home until the child is old enough for preschool?

CHART B

MATERNITY AND PARENTAL LEAVES AT CHILDBIRTH(a)

Country(b)	Eligible Individuals	Length of Paid Leave	Percentage of Wage Covered
West Germany	Employed women	5-12 months	2-1/2 months at full wage 2 months at a flat grant of about $375 per month
Finland	Employed women	5-1/2 months	About half average wage
France	Employed women	16 weeks	Full wage
Norway	Employed parents	18 weeks total: 6 weeks (mother) 12 weeks (either parent)	 Full wage Full wage
Sweden	Employed parents	9 months (can be extended to cover more time in part-time employment)	8 months full wage 1 month flat grant
U.S.	About 40% of employed women (c)	Range: 13-26 weeks	About 2/3 of average wage (est.) ($100 per week maximum)

(a) In addition to these paid leaves, many countries have legislation which assures women the right to an unpaid leave following the paid leave, with full job protection, seniority and fringe benefits, for anywhere from 1-3 years.

(b) Details are provided for a selected group of countries to illustrate the range of what is usual in these countries. Almost all provide at least a 3-month paid leave, with full job protection, seniority, and so forth, following childbirth. Sometimes there is an expectation that a portion of that time, perhaps 4-6 weeks, will be taken just prior to expected childbirth.

(c) If pending legislation is passed.

Chapter 3

Child Care

Exerpt from Women - Still in Poverty
United States Commission
on Civil Rights
July, 1979

Summary

Even if women are able to overcome the barriers that keep them from higher paying jobs, mothers in the work force bear the added responsibility of obtaining care for their children. Often the choices available do not permit care that is in the best interest of the children. In the absence of safe, affordable child care, women who could raise their families out of poverty must remain outside the labor force, or when compelled to work, place their children in circumstances detrimental to their wholesome growth. The social effect of inadequate child care may be more costly in the end than provision for adequate child care centers.

For women with children, child care becomes a central concern in deciding whether to work, which hours, and where to seek employment. Not only does the Government fail to provide adequate funds so that child care needs can be met, but with an unclear national policy and lack of commitment, the Government also hinders women seeking solutions.

The Need for Child Care

The responsibilities of child care have traditionally been assigned in this society to women. While mothers have always been the primary caretakers, grandmothers, aunts, female siblings, and other female kin have also provided child care. Nuclear and less-than-nuclear families have tended to replace extended family and community support systems as American society has become more mobile. Child care responsibilities have increasingly become a greater burden for two-parent and single-parent families which include an increasing number of fathers but are still primarily headed by mothers. The burden of these responsibilities is compounded by increasing numbers of mothers joining the work force.

One of the most striking demographic changes that has taken place in the post-World War II era has been the increase in labor force participation of women with children under 18 years of age. Since the period immediately preceding World War II, the number of women workers has more than doubled but the number of working mothers has increased more than tenfold.[1]

Mothers are joining the work force in increasing numbers. They seek employment out of economic necessity, as do most working men and women.[2] A women who is the head of her family because there is no husband present—whether she be widowed, divorced, separated, or single—is much more likely to be in the work force than the mother with a husband present in the home.[3] Even where the husband is present, however, a women may be the primary income producer for her family. If her husband is ill, handicapped, or out of work, she may be the sole support of her family. If her husband is underemployed—that is, not earning sufficient money to support the family—then the wife's financial contribution may be essential in keeping the family together and off welfare.[5] The growing participation of mothers in the work force not only assists the family unit in achieving economic self-sufficiency, but also benefits society generally in the contribution made by the numbers of women in essential jobs.

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[1] Nearly half (49 percent) of all mothers were in the labor force in March 1976 compared with 35 percent in 1965, 27 percent in 1955, and only 9 percent in 1940. Although the labor force participation rates of all women have increased markedly in the postwar era, the growth among mothers has been substantially larger, so that by 1976 their rate actually surpassed that for all women. Of the nearly 38 million women in the labor force in March 1976, 14.6 million had children under 18 years of age. Some 9.2 million of these mothers had children 6 to 17 years of age only, representing over three-fifths of all working mothers. About 5.4 million had children under age 6, accounting for nearly two-fifths of all working mothers. Of these mothers, 2.8 million had children 3 to 5 years and 2.5 million had children under 3 years of age. U.S. Department of Labor, *Working Mothers and Their Children* (1977), p. 1 (hereafter cited as *Working Mothers*).

[2] U.S., Department of Health, Education, and Welfare, *National Childcare Consumer Study: 1975*, vol. III, p. 5-4. Of the households surveyed, 60 percent of the mothers who work reported that they did so "for economic survival."

[3] Of the total number of working mothers in March 1976, 11.7 million had

For a mother to secure employment, she must have some arrangement available for the care of her children during those hours she is absent from the home. Although patterns show some sign of change, even in two-parent families responsibility for care of children traditionally has been assigned to the mother whether or not she works. Working mothers of preschool-age children must find alternative care for the greatest number of hours. It is not surprising that there is a higher rate of labor force participation among mothers who have no preschool-age children.[6]

In a mobile society where, increasingly, three generations of a family do not live in the same household or even the same neighborhood, working mothers often cannot count on grandparents or other relatives to provide child care. Still, relatives and neighbors are the most frequent providers of care, and working mothers frequently choose such care over centers, even when group care is available.[7] Witnesses at the Commission's hearing describing the arrangements they had made for their children's care illustrated some of the alternatives.

Carolyn Molitor, a mother of three who was beginning a 5-year tool and die apprenticeship in Milwaukee, Wisconsin, replied when asked about her child care arrangement:

> Ms. Molitor. Right now my oldest daughter is 13 so that kind of takes care of itself. In earlier years it was a problem. You can't find a reliable babysitter for what I could afford to pay.
>
> Counsel. Have you looked for child care programs for your children?
>
> Ms. Molitor. [There are no programs] that I could possibly find. There isn't any kind of transportation to take the kids to and from, and if they do go to school, there are none where I live.
>
> Counsel. But now you rely on your 13-year-old daughter to take of your younger children?
>
> Ms. Molitor. Yes. And my hours are so that usually by the time the kids get home from the school in the fall I'm home a half-hour later so it's not that long.[8]

Marilyn Beis, a mother of two who had been working for 3 years as the first female construction carpenter's apprentice ever in Chicago, had this to say:

> Ms. Beis. We are fortunate to have a woman in the neighborhood who's willing to take in children, who's very good with children, and she takes care of my children during the summer months and before and after they come home from school during the school year. It was just by happenstance and sheer good luck that I was able to find such a good person.
>
> Counsel. What would you do if this person moved away?
>
> Ms. Beis. Well, this good person is going to move away as a matter of fact and I am currently in the process of trying to find a replacement, which is going to be very hard.

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husbands present in the home and 2.9 million did not. The labor force participation rate for mothers without husbands present (63.8 percent) was more than two-fifths greater than that of mothers with husbands present (46 percent). Even with very young children (under 6 years of age), mothers with husbands absent had a labor force participation rate of 56 percent, the rate for those with husbands present was 37 percent. *Working Mothers*, pp. 1-2.

[5] A significant proportion of working mothers have husbands whose incomes are below the low-income or poverty level. In fact, among the 11.7 million working mothers with husbands present, 2.3 million had husbands whose 1975 incomes were below $7,000. Included were 595,000 whose husbands had incomes below $3,000, 671,000 whose husbands had incomes between $3,000 and $5,000, and about 1 million whose husbands had incomes between $5,000 and $7,000. Ibid., p. 9.

[6] Although the presence of very young children in the home tends to affect the labor force participation of mothers, an increasing proportion of these mothers are entering the work force. For example, from 1971 to 1976 the labor force participation rate of mothers with children under 3 years of age rose 7 percentage points—from 27 to 34 percent; for those with children 3 to 5 years the rate increased 9 percentage points—from 38 to 47 percent. However, the rate for mothers with children 6 to 17 rose only 4 percentage points over the 5-year period—from 52 to 56 percent. In 1960 the labor force participation rate of mothers with children under 3 was 17 percent, with children 3 to 5, 27 percent; and with children 6 to 17, 43 percent. *Working Mothers*, p. 5.

[7] U.S., Department of Health, Education, and Welfare, *Statistical Highlights From the National Child Care Consumer Study* (1976), pp. 7-9 (hereafter cited as *Child Care Consumer Study*). See also vol. III, pp. 3-17.

[8] Testimony before the U.S. Commission on Civil Rights, hearing, Chicago, Ill., June 19, 1974, Hearing Transcript, vol. I, p. 200 (hereafter cited as Hearing Transcript).

> Counsel. Have you considered then putting your children into some kind of a child care program after the school program?
>
> Ms. Bess. Well, I personally prefer to have them in the neighborhood in a family kind of situation. That's my own preference, so I haven't really considered child care programs. I'm not really sure whether there's any kind of facilities at any rate for a school-aged child to be taken care of after school is over until the time a parent comes home. I'm not sure that such a service exists.[8]

As another alternative for arranging care, some mothers are able to find employment in child care centers where their children are enrolled. One such woman testified at the Commission's hearing. As a divorced mother of a 7-year-old, a 3-year-old, and 5-year-old twins, Kathi Gunlogson was working for $2 an hour as coordinator of a preschool program in the building complex in which she lived. She had left her previous higher paying job because of the job-related expenses. In the following exchange, she described the hesitancy some women feel in placing children in group care:

> Vice Chairman Horn. If child care services were available, do you feel as a mother you would be willing to have your children in child care facilities say, 6, 7 hours a day if. . .they were preschool, to seek employment?
>
> Ms. Gunlogson. Well, that's kind of a funny question to ask somebody that is working in a preschool. I think a lot of women have a lot of reservations. They have feelings that they are not going to get the home atmosphere and this is the problem we have had in preschool with some of the mothers feeling they don't want their children to be in a preschool. They [would] rather have them in a home situation.
>
> Vice Chairman Horn. What is your judgment now as one who works in a preschool situation? Is that a correct assumption?
>
> Ms. Gunlogson. I'd say that it's false to many degrees. Now, it depends on the preschool obviously. There are a number [that] are very strictly run by State standards. And generally, the teachers can give the children more attention as far as their kids are concerned, as far as emotional development is concerned than somebody who is chasing the rest of their children around.[9]

Other considerations narrow the choices a woman has in finding suitable child care. When asked if she would place her children in group care so that she could find employment, Peggy Ballew, an AFDC recipient and mother of two, ages 4 and 8, testified:

> Ms. Ballew. I would do this, but you see I have a 4-year-old son that could not take all day in school because he has had heart surgery and other bad health in the past and he couldn't take a full day.
>
> If he could be with a good babysitter in the morning and then in the afternoon go to Head Start like he is going, that would be all right because even the head of Head Start noticed. They watch over him a lot more than they do the other children, and they say that he is not capable of taking a full day.
>
> Vice Chairman Horn. In other words, if you had both group child care and individual child care services—
>
> Ms. Ballew. Then I would want to work.[10]

In seeking care for their children, working mothers are often forced into unsatisfactory arrangements: toddlers are left with sleeping fathers home from night-shift jobs; babies are left in the care of older children or teenagers who have dropped out of school; or a senile grandparent or neighbor may be responsible for the children's care.

In many cases, even such minimal precautions cannot be arranged, with the result that an unknown but apparently large number of "latchkey" children (children who carry keys to their homes) are left completely unsupervised. Mothers of these children must accept such inadequate, unsafe arrangements or else surrender the possibility of providing a better future for their children through a steady family income. It is a painful choice: the alternative is to leave the work force and live on welfare. One of the hearing witnesses was a mother in such a predicament. Having lived on welfare in the past, "Nancy" was now working as a clerical, but was unable to make any arrangement for the care of her 9-year-old daughter. (Her 5-year-old was enrolled in a group center.) In response to questioning about what the older child did after school, "Nancy" replied:

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[8] Hearing Transcript, vol. I, p. 381.

[9] Hearing Transcript, vol. I, pp. 16-17.

[10] Hearing Transcript, vol. I, p. 17. The witness requested anonymity in order not to jeopardize the safety of her child.

> She carries a key and a whistle around her neck and she goes home. She's doing well in school, and seems responsible at home, but I'm concerned that a child of 9 needs more ongoing discipline, help in making decisions as to activities that they participate in, people that they are with after school.
>
> What concerns me, I guess, is more of a long-range thing. Our building is unusually safe for a large or a small city. What I am concerned about are the long-range effects of her not having a more mature person around to help her learn to make decisions as to activities, types of things that are legal, illegal, whatever, to do during that 10 hours or more a week that she is unsupervised, and that at this point is what worries me more.[17]

The need for child care is not limited to single-parent families, however.[18] The data in a study of families using not-for-profit day care centers in Chicago indicate that two-parent families need day care for their children just as much as those families headed by one female parent.[19] Of the two-parent families in the study, 63.2 percent were either on welfare (13.5 percent), earning less than 150 percent of the basic welfare grant (18.4 percent), or had earnings between 151 percent and 233 percent of the basic welfare grant.

Of those two-parent families whose incomes fell below 233 percent of the basic welfare grant, both parents were working, and the mother's income was crucial for the support of the family in about 39 percent of the cases. The mother was the sole support of the family in another 21 percent of the cases in which the father was unemployed (approximately 6 percent) or in school or job training (14.9 percent). The mother was in school or in job training preparing to take a job in 25.4 percent of the cases. Of the remaining families (14.9 percent), more than half reported extenuating circumstances that made it impossible for the mothers either to work or provide adequate care of the child at home, including extreme poor health of the mother, a sibling whose problems required the mother's constant care, a severely disabled father, or infirm grandparents who were not capable of caring for the child alone.

The day care need for both the child and the family was clear in all the cases where income was less than double the basic welfare grant. It was, to a lesser degree, also present in the remaining 37 percent of families where income was greater than this figure. If the mother's income were lost, these families would be in the poor or near-poor categories, and the parents would lose the opportunities to continue in school or in jobs.

A series of public hearings on child care needs conducted under the auspices of the State of Wisconsin yielded two levels of justification for the existence of day care services and, it was argued, for governmental economic and program support of such programs.[20] Although the hearings were held some time ago, a more recent national survey substantiates the Wisconsin findings.[21] One cluster of reasons focused on the needs of children: on protection in the way of physical and emotional nurturing, as well as on the long-range, preventive, mental and physical health benefits to children. Another group of reasons was based on the needs of parents and families for economic independence and psychological and social well-being. The Wisconsin hearings disclosed that family- or parent-related reasons for day care cross all geographic, cultural, and economic lines in the State. Forty-one percent of those who spoke at the Wisconsin hearings stressed that families require day care to make possible the employment of either the single parent or both parents, which was an economic necessity.

In reference to the needs of the total family unit, the Wisconsin hearing participants indicated that day care services helped in the preservation of families and in allowing for the personal fulfillment—either through work or school—of parents. Among the students who attended the hearings were university, vocational school, and single, high school-age parents. Their interest in the welfare of their children was central in their testimony. They asserted that, by pursuing the dual roles of parent and student, they were attempting to improve the quality of their own and their children's lives.

One concern frequently voiced by opponents of increased governmental spending for child care is that making group care more accessible endangers the family. Mamie Moore, speaking for the largest national association of child care activists, the Child Care and Development Council of America, addressed this concern:

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[17] Hearing Transcript, vol. I, pp. 327-28.

[18] *Child Care Consumer Study*, p. 13.

[19] Patty Gregory Kemper and Murrell Syler, Mayor's Office of Child Care Services, Chicago, Ill., "A Case for Day Care in Chicago" (June 1973).

[20] Hearing exhibit 32, *Wisconsin Day Care Open Hearings Report* (May 1973) pp. 5-8 (hereafter cited as *Wisconsin Day Care Report*).

[21] *Child Care Consumer Study*.

> [G]iven a period of time that we are in, in terms of the state of families and the state of children, in most instances, there is very little that can be done to "destroy" families. We are already looking at the fact that the single heads of households are working without support network of services; two-parent families both are working without supportive networks of families, and are being forced into the position where they have to deal with the realities of struggling for survival, whether it is just minimal survival, or whether it is survival at a lifestyle that they have chosen to live at.
>
> In all cases, all of these families have to deal with a lack of the extended family that we had during a rural era, where there was a grandmother and uncle and aunt, or sisters and brothers. They are basically dealing with the development of their children by themselves.
>
> In all of these situations, they lack the supportive network. So, our families are already in a dangerous state of tipping over into a mass of destruction. Our position is that the only way we can deal with that is in terms of beginning to strengthen them[16]

Thus access to child care services is viewed not only as a concern of working mothers seeking safe, affordable arrangements for their children, but also as society's concern for the health and strength of its families.

Some effort was made during the course of the Commission hearing to ascertain whether the need for child care is affected by the minority status of the parents. According to Ms. Moore:

> We found that child care services, at this point, are predominantly accessible to the black community. It gets to be more of a problem, in terms of the nonblack minority units, such as the Spanish-speaking or Native American ethnic units. There is a whole different kind of mindset of these particular units in terms of what does child care mean to them, so that we may look realistically at the question of the Spanish-speaking community in terms of why they are not in the forefront.
>
> It has more to do with their lack of knowledge or their lack of money. Those are valid kinds of issues.
>
> It also has to do with their perception of child care and what it means. So they bring to the table different kinds of cultural orientation, as to who should deal with their children; whether the mother should really work; this is also true in the Native American.[17]

Murrell Syler, head of the Chicago Mayor's Office of Child Care Services, was asked at the hearings whether she or her office had identified any particular needs with regards to the Spanish-speaking community in Chicago or bilingual-bicultural child care:

> There is a need. We have not noted a vigorous effort, on the part of the Spanish-speaking community, to insist on day care. We do have a couple of centers that are excellent centers, and they are bilingual. I do think that there is a need to move in the area of providing employment opportunity for the Spanish-speaking people, before they really feel the crunch of the need for day care service.[18]

However, Mary Beth Guninan, who was instrumental in establishing two child care centers for Spanish-speaking children in Chicago, when asked to comment on these remarks, told the Commission: "The mothers in [the Spanish-speaking] community are desperate for child care."[19]

Rather than an issue of race or ethnicity, child care is, fundamentally, a "women's issue." It is a concern that looms large in the reality of every working mother, regardless of her race, ethnicity, or economic status. For women of low economic status, it is a critical factor in determining whether the working mother is able to lift her family out of poverty. Mamie Moore spoke of what she perceives as the overwhelming women's issue in child care:

> We have to face the fact that the headset of the United States is still one of traditionalism for the roles of women; that it's the women who have the responsibility for the rearing of children; women accept that phenomenon as well as men. So that the question of the child care and the child development needs of children, we are still saddled into thinking that it is our role, alone; our role as a mother in two-parent

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[16] Hearing Transcript, vol. I, p. 348.
[17] Hearing Transcript, vol. I, pp. 330-31.
[18] Hearing Transcript, vol. I, p. 343.
[19] Hearing Transcript, vol. I, p. 409.

> families; invariably our role, if we are a mother in a one-parent family.
>
> However, the question of whether or not we should accept or whether or not we deserve or have a right to assistance and help in rearing our children, is still a very threatening kind of question for the families of America.
>
> So that for women the question is the reality that it's not our role as women to be totally responsible for the rearing of children. It is not the role of women and the family to be totally responsible for the rearing of children.
>
> The technological age that we are in warrants and demands that the development of children is beyond the realm of the nuclear family. And families have to become comfortable with the fact that I as a parent do not embody all of the skills and talents that are needed to develop the citizens of tomorrow. That, for us, is the critical women's question.[80]

Providing Care

The Commission has not undertaken an evaluation of the effect on the family of the use of child care in its many forms, except to demonstrate that the lack of child care may keep women in poverty. Where child care is available to working mothers, it is necessary to examine whether it is safe, affordable, and of what quality. Many types of child care are possible and needed: 24-hour care, infant care, after school and before school care, family home care, care in centers, one-to-one care. Child care must be flexible to meet the needs of parents who work evening or night shifts, for families in crisis, and to accommodate the different needs of the children themselves. For example, Muriel Tuteur, director of a union's day care facility in Chicago, commented:

> Not only do I think, but I know there are children who function better and respond better in a home environment, rather than in a group care situation, and that is certainly a need and it's being done in some areas.
>
> There are day care centers which have set up satellite homes, and the parents who work in those homes do receive inservice training, so that they can function better, and hopefully provide a more enriching kind of environment for the children, than if they were not given that particular training.[81]

Ms. Syler of the Chicago Mayor's Office of Child Care Services drew the Commission's attention to school-age children:

> While I am very aware of the need for preschool, I think that we have not given sufficient consideration to the needs for the school-aged child; because our findings are that 33 percent of the mothers of children under 6 work, 53 percent of the mothers of children between 6 and 17 years of age work. Yet, we have less than 1 percent formal care for those children, and there is no known source of care for them for the hours that they are out of school.[82]

There was also testimony on the nearly total absence of licensed infant care in the city of Chicago.[83]

Testimony on child care alternatives included a close look at the distinction between "custodial" and "developmental" care to determine the essentials of quality child care. This distinction is the premise for the child care provided to a total of 1,300 children by the Amalgamated Clothing and Textile Workers Union in what is regarded as the model for union-sponsored child care in this country:

> Quality day care provides an enriching, stimulating experience for children, and not merely custodial care. Custodial care, at best, provides a physically safe environment, enough food to satisfy minimal nutritional needs, and some activity to keep the children busy and out of mischief. Many times a television set is the only form of recreation. Watchful care for each child's physical well-being is not enough. Young children who spend many hours a day away from home need a safe, loving, emotionally enriching and educational environment.[84]

Director Muriel Tuteur of the union's facility in Chicago, the Amalgamated Child Day Care and Health Center, explained further:

> When we talk about quality care for children as opposed to custodial care, I think we are getting into a totally different kind of bag. The quality program will have key personnel who are really trained and experienced in the field of early childhood education. It will provide the kinds of activities which will hopefully help those children who are in the program move in the direction of meeting their maximum potential, in the area of physical growth, in the area of

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[80] Hearing Transcript, vol. I, pp. 349-50.
[81] Hearing Transcript, vol. I, pp. 333-34.
[82] Hearing Transcript, vol. I, p. 343.
[83] Ibid.
[84] Hearing exhibit 47, *A Union Sponsored Day Care Center* (1973).

> intellectual growth, and in the areas of social and emotional growth.
>
> When we talk about quality comprehensive child day care, we talk about a setting where you have a good ratio of adults to children. Also, we are talking about quality of the staff involved in the program. In addition to this, I think you need a staff which in some way reflects the child enrollment in your program, a staff who in some way cannot only relate to the children, but who can also relate to the parents.[85]

Mamie Moore amplified these views:

> I would support what Ms. Tuteur said in the terms of the basics that she began to lay out in terms of quality child care but would extend it to talk about a definite focus, in terms of the cultural development of children and in terms of the very strong parental involvement. Not only in an advisory capacity, but in a policy-making capacity, because child care should be a developmental process for children, family, and community.[86]

She went on to remind the Commission that:

> On the issue of custodial versus quality. . .there is also babysitting. . . . Babysitting is that care that we don't even know anything about. I would surmise that most of the care in the country is babysitting, where mom just takes the child next door to the neighbor.[87]

Katherine Frankle, then coordinator of the Child Care Task Force of the Hyde Park-Kenwood Community Conference, offered the following perspective to the critics who measured custodial care against the ideal of quality, developmental care:

> I will submit that the definition that Ms. Tuteur has given of custodial care is a far better kind of care than being home alone, or on the street, or not being cared for at all. And until you are talking about meeting minimum needs, it is difficult to talk about quality.[88]

In Wisconsin's State-sponsored day care open hearings, 160 parents of preschool-age children testified. Sixty percent of the parents who gave testimony on the day care programs in which their children were involved emphasized their belief that an education-enrichment component was not only beneficial to their children, but also essential. Thirty percent specifically endorsed comprehensive care. In defining comprehensive care, detailed features (such as a nutritious food program, availability of health and program consultants, and educational enrichment activities) were included. No parent from any sector or region of the State indicated satisfaction with custodial care as an alternative, although some suggested that they were forced to accept low-cost, unsatisfactory child care in order to work. Many individuals expressed a blanket confidence in group care centers. They believed that because centers had to be licensed by the State, a high standard of quality was automatically being met.[89]

The issue of licensing and its effect on the provision of child care in the city of Chicago was explored during the Commission's hearings. This description was offered by Katherine Frankle, who assisted community groups in overcoming the hurdles of the licensing process:

> The problem in the licensing process comes in that there is no one code which states, clearly, in one place exactly what requirements have to be met and how they have to be met. There are several different city licensing departments who have to make their own determinations about different aspects of the space. The departments don't always agree with each other either as to who has jurisdiction over a particular problem, or as to what the solution of that problem ought to be and what will bring the building into licensing status. It is a very time-consuming process, and it's a very confusing process for people who are not used to dealing with government bureaucracy.[90]

To cope with this situation, the Mayor's Office of Child Care Services in Chicago was established to advise and assist applicants for licenses. The office serves to communicate code requirements to potential providers of child care and to channel applications through the various city departments.[91]

Testimony of child care activist Mamie Moore from the Day Care and Child Development Council of America gave a national perspective to the problem:

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[85] Hearing Transcript, vol. I, pp. [illegible] 331.
[86] Hearing Transcript, vol. I, p. [illegible]
[87] Hearing Transcript, vol. I, p. 352.
[88] Hearing Transcript, vol. I, p. 334.
[89] Wisconsin Day Care Report.
[90] Hearing Transcript, vol. I, p. 330.
[91] See Merrell Sylvr, letter to Richard Baca, General Counsel, U.S. Commission on Civil Rights, June 13, 1977 (appendix E).

> The question of licensing is a broad question. There is no coordination whatsoever. There is absolutely minimal money available for the hiring of staffs. So a State may have a very fine licensing standard for a program, but they don't have the allocated resources so that the staff can go out checking those centers to license them.
>
> So you have centers who are unlicensed not because they want to be, but because there is not available staff. There is massive confusion on the issue of licensing and standards. Licensing pretty much speaks to physical facility; standards speaks to the question of total program, educational, nutritional, etc.[58]

Thus, licensing requirements at the local and State levels can serve to discourage the proliferation of much-needed child care facilities. At the same time, there are enforcement problems so that licensed facilities are not always quality centers. Testimony at the Commission hearing emphasized the need for flexibility. Joel Edelman, then director of the Illinois Department of Public Aid, oversees the State welfare bureaucracy, including Cook County where three-fourths of the State's AFDC recipients resided. He observed:

> We have one very serious concern about child care which I think may be of interest to the Commission.
>
> As you know, there are some stringent licensing requirements, certification requirements. Our sister agency, department of children and family services, has the responsibility to certify as to the standards and the adequacy of facilities and programs of the child care centers.
>
> We think, from what we have observed, particularly in the AFDC caseload, that it would be advantageous if we could have an approval from the [department of] children and family services to permit neighborhood women who would be willing and able to do it to accept child care responsibilities and for us to pay them for those child care responsibilities so that more children can be left with neighbors and relatives.
>
> I am not antiapproved program or licensed facilities or anything else, but I think there is plenty of need going unmet and it would certainly help us if the child care opportunities could be expanded by approving individual persons as certified for child care.[59]

However, the overriding problem was once again identified by Katherine Frankle as a lack of commitment to child care on the part of government at all levels:

> I think that it's important to note that one of the primary reasons that the licensing situation is difficult in Chicago, and elsewhere in the country, is that child care has no priority.
>
> There are no messages coming from the city, from the State, from the Nation as a whole that are saying that it is important for you to concentrate on finding and licensing suitable places for children. I would submit further that if the men in the country, who are primarily the lawmakers in this country, were responsible for their half of child rearing, it would be obvious that child care institutions are sorely needed, and there would be more of an atmosphere on all levels to facilitate the establishment of child care facilities.[60]

This lack of commitment is most keenly felt in the area of funding. Murrell Syler, head of the Chicago Mayor's Office of Child Care Services, testified about problems with funding encountered by her office:

> The largest problem we have is a matter of money for facilities. They do provide some funds for renovation of space but in many instances that's the difficulty. Many times it's insufficient to do the kind of renovation that's necessary. So I'm very concerned that we really need more provisions for the cost of facilities. We have many funds for the cost of the program, per se, but not for the preparation of a facility for day care.[61]

At the present time some Federal and State programs exist that provide funds for child care. In 1976 legislation was enacted that amended Title XX of the Social Security Act[62] to delay (until October 1, 1977) implementation of child care center standards imposed by the Federal Government on States receiving aid, and that authorized up to $240 million to be spent in 1977 and 1978 in Title XX programs. This included funds to States for the purpose of enabling State-level child care providers to hire welfare recipients to work in child care centers. However, a more comprehensive piece of legislation introduced in the 94th Congress, the Child and Family Services Act,[57] never came out of committee despite 12 hearings that were held. This legislation proposed Federal funds for a wide range of programs in the area of child care, child health, nutrition, and family consulting services (participation in which would have been voluntary by the States); additionally, it established and financed an office in HEW to coordinate child care programs and funds. It is unclear whether the same proposal will be introduced in the present Congress, although there undoubtedly will be some consideration of legislation relating to child care.[58]

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[58] Hearing Transcript, vol. I, p. 331.

[59] Hearing Transcript, vol. I, p. 101.

[60] Hearing Transcript, vol. I, p. 336.

[61] Hearing Transcript, vol. I, p. 343. The situation in Chicago has improved somewhat since the time of the hearings because of the city's use of some of its community development funds. These funds have been used as a revolving fund for low-interest loans and grants for renovation of day care space.

[62] Pub. L. No. 94-401 (Sept. 7, 1976), 90 Stat. 1215 (codified at 42 U.S.C. 1397). Although the amount of appropriated money appears large, very little of it is actually being disbursed due to a variety of obstacles which exist.

The limited availability of funding means that for the overwhelming number of working parents child care is a cost that must be met from their own household budgets. At the State-sponsored hearings in Wisconsin, the cost of quality day care to parents—especially to the so-called "working poor" who in most parts of the State receive no subsidy—was cited as being an unreasonably high budget item, comparable to rent and food expenses. Therefore, low-income parents said they reluctantly accept low-cost and, for some, low-quality services from untrained babysitters.[59] According to Mamie Moore, even so-called "ability to pay" schedules do not meet the real budgetary needs of families:

> You can't talk to an appropriate fee schedule which speaks to each individual family's income and expenditure. That's the problem with the whole Federal fee schedule; it's not based upon the need and ability to pay. It is based on an assumption that there is an across the board, one-category need and ability, and so forth; that's not true. It's much more an individual decision that's warranted. It's for local program operations [to make] so that they know what is the need and ability to pay for each individual family.[60]

As long as the cost of child care remains largely unsubsidized (unlike food costs, which through food stamps are subsidized for the "working poor"), working mothers will be forced to consider cost over quality in arranging child care.

One method of providing assistance to families for their child care expenditures would be through tax relief. The Tax Reform Act of 1976[61] established a tax credit for child care expenses.[62] Previously, only the taxpayer who itemized instead of taking the standard deduction could claim child care expenses. Although Congress intended the new provision to treat child care expenses as a cost of earning income, such expenses are not afforded the status of "regular business expenses" for which there is no ceiling on the amount that can be claimed. If the actual cost of child care were deductible, instead of only a portion of the cost, employers might pay better wages to domestic and child care workers. Under the present law, there is no assistance available through the tax system for those working mothers who depend on relatives or neighbors who charge modest fees for child care and do not participate in the social security system. Many mothers could not work but for the availability of less than minimum wage child care.

Another issue in the provision of care is whom exactly should be looked to for child care services. Female workers, at the bottom of the economic ladder, have not been in a position to demand provision of child care as a condition of employment. Few industries and fewer unions provide child care services to employees or members. Interestingly, in nursing—a profession composed overwhelmingly of women and in which there are often not enough workers for available jobs—there are a number of hospital-sponsored child care centers. Hospitals require nurses around the clock, and because most child care providers offer services only during the day and evenings, these centers meet a critical need. But what about the night shift workers in factories, telephone operators, and female service workers employed around the clock? What child care is available to them?

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[57] S. 626, 94th Cong., 1st sess., 121 Cong. Rec. 133 (1975).

[58] See U.S., Commission on Civil Rights, *Women and Poverty* (June 1974), for a discussion of child care legislation.

[59] *Wisconsin Day Care Report*, p. 16.

[60] Hearing Transcript, vol. I, p. 354.

[61] Pub. L. No. 94–455, 90 Stat. 1520 §504 (1976).

[62] Under the new law, the taxpayer can deduct from income tax due 20 percent of up to $2,000 in expenses incurred for the care of one child inside or outside the home (20 percent of up to $4,000 for two or more children). Thus the maximum that can be deducted is $400 for one child and $800 for two or more children. The child care provided can be by a relative as long as the provider is not a dependent of the taxpayer or a member of her household, and as long as the earnings are subject to social security tax. The tax credit may be taken where one or both parents work part time or where one parent is a full-time student or is disabled; however, the expenses claimed cannot exceed the income of the lower paid spouse.

Murrell Syler talked about her experience with those providing child care:

> Who sponsors the day care? Generally, it's a community-based organization or church facility. There's been no experience that I can relate where an outside body, or officials, come into a community and say, "Look, we're going to provide this service for you." [Rather] it has been a response to that local community saying, "That is what we want to do," and then helping them get that program under way.[63]

She expressed her strong view that the State itself should not be an alternative agent for providing child care, that community groups do the best job:

> The city and the State should be very involved in making sure that there are programs, that they are quality programs, and that they are administered properly. But I just don't think that they should get into the business of actually offering and having their own staff on the payroll as the people who provide the day care service. . . .
>
> If [the State] turns it over to the community, and continues to fund it, then it should be controlled and administered by the community, and I think that the community has a much better feel for it than they would if the government controlled and administered the center.[64]

She also identified the church as one of the best sponsors of day care because most community-related, not-for-profit centers are church sponsored.[65]

Then Director Edelman of the Illinois Department of Public Aid, testifying about the services provided by his agency, was asked which support services were most needed. He replied: "Well, certainly child care would be very important, transportation expenses, but I think the most important would be child care."[66]

It should be noted that those who provide child care not only offer much-needed services, but also create jobs. Centers are a source of employment for workers who lack the skills for more remunerative employment. Workers in day care centers are rarely unionized and are paid at the minimum wage; they are mostly women. Family home providers and babysitters often earn far less than the minimum wage. An adequate wage for child care workers could have a significant effect on one portion of the country's "working poor."

Child Care—Where Do We Go from Here?

The need for child care has been documented widely over the past several years. The Department of Labor's *Handbook on Women Workers—1975*, the *International Women's Year Report*, and numerous other studies done by governmental, public service, and private bodies all speak of the rapidly increasing need for child care services and the inadequate alternatives now available. Commissioner Freeman asked Ms. Moore of the Day Care and Child Development Council of America about the future:

> Commissioner Freeman. Ms. Moore, would you tell the Commission what steps you believe are necessary to improve the present situation, in terms of priorities? What is it that needs to be done, first, and who should do it?
>
> Ms. Moore. The very reality of the first step is public education. The only way—and this was proven by the civil rights era—that we get changes in terms of the rights and needs of people is through public outcry and public awareness.
>
> There was a lot going on in the South, in terms of discrimination, but the rest of the country did not know it. The civil rights movement made a national public awareness on the injustices that are brought upon children and families, so that citizens will no longer allow their governmental systems, who are charged with protecting and assuring their rights, to overlook this. And, I think, that's the very, very first step. Until the thinking of the American public is changed about needs of children, and where we are very realistically in this technological age, we are not going to get that.[67]

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[63] Hearing Transcript, vol. I, pp. 345–46.
[64] Hearing Transcript, vol. I, pp. 346–47.
[65] Hearing Transcript, vol. I, p. 344.
[66] Hearing Transcript, vol. I, p. 101.
[67] Hearing Transcript, vol. I, p. 333.

Employment and Training Report
of the President, 1979

pp 95-106

WOMEN WHO HEAD FAMILIES: EMPLOYMENT PROBLEMS AND PERSPECTIVES

Since the 1930's, the total number of families in the United States has more than doubled, and the number headed by women has more than tripled, with the number and proportion of the latter increasing at a particularly rapid rate during the current decade.[1]

The woman who heads a family today is in many ways very different from her counterpart some 50 years ago. In comparison with a typical woman heading a family in the past, she tends to be younger and is more likely to be black, to have young children at home, to be divorced, and to be in the paid labor market. In one important area, however, there has been virtually no change over time. Like their counterparts in past decades, today's families headed by women have far lower incomes than do other families. One out of every 3 such families lives in poverty—in contrast to 1 out of 19 husband-wife families and 1 out of 9 families maintained by men who have never married or are separated, divorced, or widowed. (See chart 17.) It is the poverty, rather than the increasing numbers, of families headed by women that has evoked special concern among the Nation's policymakers.[2]

The chapter begins with a review of the growth patterns and demographic trends that have characterized this group during 8 years of the current decade. It explores the decreasing age of women family heads and the extraordinary increase in the number of dependent children in these families.

The second section of the chapter examines the work experience of women family heads, beginning with their labor force participation rates (by age, marital status, and race) and factors that influence these rates, including number of dependent children at home, related child care problems, education, and health. Employment and unemployment data are examined next, beginning with the occupations most often filled by women, some information on male-female wage differentials, and

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SOURCE NOTE: The primary source of 1960-78 data in this chapter is the Current Population Survey of a national sample of households, conducted monthly by the Bureau of the Census for the Bureau of Labor Statistics (BLS). Detailed definitions, terms, and information on sampling error are published in Special Labor Force Reports, available from BLS on request.

A second data source is the National Longitudinal Surveys of Work Experience for Mature and Young Women, conducted by the Center for Human Resource Research at Ohio State University for the Department of Labor. A continuing series of detailed personal interviews were conducted with a nationally representative sample of about 5,000 mature women (3,500 whites and 1,500 blacks) aged 30 to 44 years in 1967. Information in this chapter is from the 1967, 1969, 1971, and 1972 interviews. Parallel interviews conducted annually between 1968 and 1973 with 5,000 women aged 14 to 24 in 1968 were the source of information on young female household heads.

[1] As used in this chapter, "family" consists only of two or more *related* persons who live together, while "household" is a broader term that encompasses not only a family but also unrelated individuals who live together or an individual who lives alone (e.g., a widow without children). In this chapter, the Current Population Survey (CPS) provides family data only; the National Longitudinal Surveys provide household data. In the text, the source of data determines the term used.

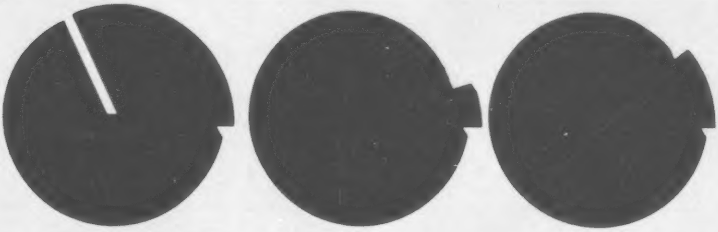
The Bureau of Labor Statistics and the Bureau of the Census are currently developing alternative ways of collecting, tabulating, and publishing CPS family data without using the arbitrary designation of family head. The use of the term "head" has already been discontinued in all BLS statistics on husband-wife families. The term "householder" is currently being considered as a replacement for "family head" in the CPS. Thus, the term "female family head" as used in this text would become "female householder, no husband present." However, since neither this nor any other approach has been fully approved, this chapter uses the term "head" where the single parent or nonparent adult is never married, widowed, divorced, or separated.

[2] Families in the United States are classified as being above or below the low-income level according to the poverty index adopted by a Federal interagency committee in 1969. The poverty thresholds are updated every year to reflect the Consumer Price Index. The poverty threshold for a nonfarm family of four headed by a woman was nearly $6,200 in 1977, about 6.5 percent higher than the 1976 cutoff of almost $5,800. For further details, see *Money Income and Poverty Status of Families and Persons in the United States: 1977*, Current Population Reports, Consumer Income, Series P-60, No. 116 (Washington: U.S. Department of Commerce, Bureau of the Census, 1978), p. 20.

Chart 17

Families headed by women are far more likely to be poor than are other families.

Percentage of families with incomes below the poverty level, 1977



Families headed by women[1] Husband-wife families Families headed by men[1]

[1] Never married, separated, divorced, or widowed.

Source: U.S. Department of Labor.

measures by which the Department of Labor and other Federal agencies are attempting to counter employer bias against women. A comparison of family income in husband-wife and female-headed families follows, with a discussion of some of the factors that make the latter group particularly apt to be living below the poverty level. Information about part- and full-time work and unemployment rates for women who head families is next, and finally, this portion of the chapter ends with a review of the special difficulties of mothers receiving Aid to Families with Dependent Children (AFDC).

The third and final section of the chapter examines Labor Department efforts to enhance the job prospects of women—especially women who head families and are entering or reentering the labor force. The Work Incentive Program and some experiments designed to strengthen the assistance it provides to welfare recipients are noted first, followed by descriptions of the supported work demonstration and intensive skill training projects, also aimed at helping AFDC mothers prepare for employment. Next, the rising proportion of women served by Comprehensive Employment and Training Act (CETA) programs is noted, along with some recent revisions in the CETA legislation that should result in an even stronger focus on the particular problems of female family heads. The efforts of the U.S. Employment Service to assist women jobseekers are then summarized briefly, followed by a discussion of the Department of Labor's support for efforts to interest more women in apprenticeship and eliminate barriers to their participation. The section concludes with descriptions of the Minority Women Employment Program and the various outreach projects recently funded by the Women's Bureau.

Female-Headed Families: A Phenomenon of the Seventies

GROWTH PATTERNS

Both the number and the proportion of families headed by women increased dramatically between 1970 and 1978, as the addition of about 2.7 million such families during the 8-year period far outpaced the rate of growth in earlier decades. By comparison, the number of female-headed families grew by only 1.1 million during all of the 1960's, by less than a million—815,000—in the 1950's, and by only 63,000 in the 1940's. In 1978, divorced, separated, widowed, and never-married women headed 8.2 million families, representing 1 out of every 7 of the 57.2 million families in the United States (see table 1). The following section explores some of the demographic variations within this broad growth pattern.[3]

DEMOGRAPHIC TRENDS

Marital Status and Age

Historically, widows have represented the largest proportion of women who head families. At the beginning of this decade, their share of the total group was 43 percent—almost twice that of divorced women (see table 2). From 1970 to 1978, however, the divorce rate in the United States accelerated from 3.6 to 5.1 per 1,000 population,[4] so that by 1978 divorced women accounted for 34 percent of all women who head families, and widows, with only 29 percent of the total, had dropped to second place. Women who were separated (22 percent) or never married (16 percent)[5] accounted for the remainder.

The increase in the proportion of divorced, separated, and never-married women family heads—who, on the whole, tend to be younger than widows—has led to a decline, from 48 to 42 years,

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[3] For additional discussion of these trends, see Beverly L. Johnson, "Women Who Head Families, 1970-77: Their Numbers Rose, Income Lagged," *Monthly Labor Review*, February 1978, pp. 32–37.

[4] *Monthly Vital Statistics Reports* (Rockville, Md.: U.S. Department of Health, Education, and Welfare, Public Health Service, National Center for Health Statistics, various issues).

[5] For a discussion of this trend, see *Some Recent Changes in American Families*, Current Population Reports, Series P-23, No. 52 (Washington: U.S. Department of Commerce, Bureau of the Census, 1975), p. 3, and Sandra Stencel, "Single-Parent Families," *Editorial Research Reports*, vol. II, Sept. 10, 1976, p. 666.

TABLE 1. FAMILIES BY TYPE, SELECTED YEARS, 1930–78

[Numbers in thousands]

Year [1]	All families	Husband-wife families [2]	Families headed by divorced, separated, widowed, and never-married [3]		
			Men [3]	Women	
				Total	As percent of all families
1930	27, 189	23, 353	1, 274	2, 562	9. 4
1940	32, 166	26, 971	1, 579	3, 616	11. 2
1950	39, 303	34, 440	1, 184	3, 679	9. 4
1960	45, 062	39, 293	1, 275	4, 494	10. 0
1970	51, 227	44, 415	1, 239	5, 573	10. 9
1978	57, 215	47, 385	1, 594	8, 236	14. 4

[1] Data were collected in April of 1940 and March of all other years.

[2] Includes men in Armed Forces living off post or with their families on post.

[3] Separated persons are married, spouse absent.

SOURCES: Data for 1930 are from *Families in the United States by Type and Size: 1930* (Washington: U.S. Department of Commerce, Bureau of the Census, 1940), table 1. Data for 1940 and 1950 are from *Households and Families by Type: March 1975* (Advance Report), Current Population Reports, Population Characteristics, Series P-20, No. 282 (Washington: U.S. Department of Commerce, Bureau of the Census, 1975), table 5. Data for 1960 and later are from Special Labor Force Reports on Marital and Family Characteristics of Workers for the year specified, produced by the Bureau of Labor Statistics.

TABLE 2. AGE AND MARITAL STATUS OF WOMEN WHO HEAD FAMILIES, MARCH 1970 AND MARCH 1978

[Numbers in thousands for persons aged 16 years and over; percent distribution]

Age and marital status	All women heading families[1]		White		Black		Hispanic origin[2]	
	1970	1978	1970	1978	1970	1978	1975	1978
AGE								
Total: Number	5, 573	8, 236	4, 185	5, 828	1, 349	2, 277	462	561
Percent	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0
Under 25 years	7. 8	9. 6	6. 8	7. 7	11. 1	14. 5	40. 7	47. 4
25 to 34 years	16. 5	24. 9	14. 1	23. 4	24. 1	28. 7		
35 to 44 years	19. 3	22. 6	17. 9	22. 3	23. 6	23. 6	25. 5	20. 7
45 to 54 years	20. 0	17. 2	20. 8	18. 1	17. 6	14. 3	33. 8	31. 9
55 years and over	36. 5	25. 7	40. 5	28. 6	23. 6	18. 9		
Median age (years)	48. 2	41. 8	50. 4	43. 5	41. 3	37. 9	38. 6	36. 3
MARITAL STATUS								
Total	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0
Never married	10. 9	15. 6	9. 2	10. 7	16. 2	28. 2	13. 2	20. 1
Married, husband absent	23. 7	21. 6	18. 5	18. 7	39. 7	29. 3	40. 0	36. 0
Divorced	22. 5	33. 8	25. 3	38. 6	14. 2	21. 3	24. 5	27. 8
Widowed	42. 8	28. 9	47. 0	32. 0	20. 9	20. 9	22. 3	16. 0

[1] Totals include the sum of white, black, and other races (not shown on table).

[2] Persons of Hispanic origin may be of black, white, or other races. Note, also, earliest comparable data available were for 1975.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

in the median age of all women heading families. In 1970, only 1 out of 13 women family heads was under age 25; in 1978, their proportion was 1 out of every 10.

Black, White, and Hispanic Women

In 1978, approximately 40 percent of black families, 20 percent of Hispanic families, and 11 percent of white families in the United States were headed by women.[6] The median age of black family heads was 38 years, compared with 36 for Hispanics and 44 for whites.

These groups also differed considerably in marital status (see table 2). For example, most black women who headed families either had never married or had separated from their husbands; a majority of the white women were divorced or widowed; and the Hispanic women were likely to be either separated or divorced.

Along with the growing numbers of families headed by women, there has been an extraordinary increase in the number of children present in these families. By March 1978, 1 of every 6 children under age 18 in the United States was living in a family with no father present, compared with 1 of 10 in March 1970. Although the increase in the number of children in female-headed families from 1970 to 1978 was greater for whites (4.2 to 6.2 million) than for blacks (2.7 to 3.7 million), black children in 1978 were far more likely to live in fatherless families than were their white counterparts. The proportions were nearly 47 percent among black children, compared with 12 percent among whites, as shown at the right.

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[6] For a discussion of this condition, see Heather R. Ross and Isabel V. Sawhill, *Time of Transition: The Growth of Families Headed by Women* (Washington: The Urban Institute, 1975). For greater detail on the plight of black women family heads, see also Isabel V. Sawhill, "Black Women Who Head Families: Economic Needs and Economic Resources," paper prepared for the Conference on the Educational and Occupational Needs of Black Women, National Institute of Education, Dec. 16-17, 1975, (unpublished) and Elizabeth M. Almquist, "Untangling the Effects of Race and Sex: The Disadvantaged Status of Black Women," *Social Science Quarterly*, vol. 56, No. 1, June 1975, pp. 120-42.

An overwhelming majority, more than 3 out of 4, of Hispanic women who were family heads had children under the age of 18. Moreover, 915,000 Hispanic children, or 1 out of 5, lived in families where the mother was the only parent present.

Own children under age 18 in 1978

[Numbers in millions]

	In all families	*In female-headed families*	*In husband-wife families*
Black:			
Number	7.9	3.7	4.1
Percent	100.0	46.8	51.9
White:			
Number	50.6	6.2	43.7
Percent	100.0	12.3	86.4
Hispanic:			
Number	4.8	.9	3.8
Percent	100.0	19.3	79.2

NOTE: Detail may not add to totals because of rounding. In addition totals include a small number of families headed by men who had never married or had become separated, divorced, or widowed.

The Labor Force Experience

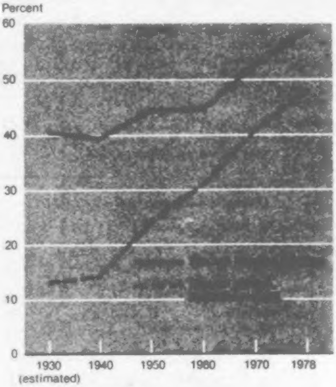
LABOR FORCE PARTICIPATION RATES

In March 1978, about 59 percent—or nearly 4.9 million—of the women who headed families were in the labor force.[7] Their numbers had increased by nearly 2 million from 1970, when their participation rate was only 53 percent. (See chart 18.) In contrast, married women living with their husbands had a participation rate of about 48 percent in 1978. Although their rate was 11 percentage points below that of women family heads, the gap has narrowed considerably in recent years.

Women under age 35 accounted for nearly 60 percent of the rise in the labor force participation rates of women family heads from 1970 to 1978—corresponding to increases in the participation rates of all women in this age group. Among the factors that apparently influenced large numbers of young women to enter the labor force during the 1970's were an increasingly service-oriented economy that demanded more white-collar and service workers, a greater social acceptance of young working wives and mothers, new training programs for women in both traditional and nontraditional occupations, and the highest rates of inflation since the 1920's.

Chart 18.

The labor force participation rates of women have risen dramatically since 1940.



Source: U.S. Department of Labor.

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[7] For a more general discussion of working women, see Sar A. Levitan, Garth L. Mangum, and Ray Marshall, *Human Resources and Labor Markets: Labor and Manpower in the American Economy*, 2d ed. (New York: Harper and Row, 1976), pp. 77-90. See also Andrew M. Sum, "Female Labor Force Participation: Why Projections Have Been Too Low," *Monthly Labor Review*, July 1977, pp. 18-24; Ann R. Miller, "Changing Work Life Patterns: A Twenty-five Year Review," *Annals, American Academy of Political and Social Science*, vol. 435, January 1978, pp. 83-101; *Women Workers Today* (Washington: U.S. Department of Labor, Employment Standards Administration, Women's Bureau), 1976; "Employment in Perspective: Working Women," Report 544, No. 2 (Washington: U.S. Department of Labor, Bureau of Labor Statistics), August 1978.

The labor force participation rates of women family heads also vary with their marital status. In 1978, the labor force participation rate for the 2.8 million divorced women heading families was 77.6 percent, compared with 58.1 percent for the 1.8 million separated women, and 55.8 percent for the 1.3 million women who were never married (see table 3).[8] The divorced women heading families also had a much lower unemployment rate, at 6.7 percent, than did the separated and never-married groups, whose rates were 11.8 and 15.1 percent respectively. At 39.4 percent in 1978, the comparatively low labor force participation rate for the 2.4 million widows who headed families reflected both age and income. Over 60 percent of these women were at least 55 years old, an age when many working women are considering retirement. In addition, many widows are eligible for social security benefits based on their husbands' work records and may receive additional benefits when dependent children are present in the home. Moreover, a restrictive earnings test for social security recipients discourages these widows from working to supplement their benefits.

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[8] See also "The Labor Force Patterns of Divorced and Separated Women," *Monthly Labor Review*, January 1977, pp. 48-53.

TABLE 3. LABOR FORCE STATUS OF WOMEN WHO HEAD FAMILIES AND WIVES, BY MARITAL STATUS, RACE, AND HISPANIC ORIGIN, MARCH 1978

[Numbers in thousands]

Labor force status, race, and Hispanic origin	Women who head families					Married women, husband present
	Total	Never married	Married, husband absent	Divorced	Widowed	
ALL WOMEN						
Population	8, 236	1, 282	1, 781	2, 787	2, 381	47, 906
Labor force	4, 852	715	1, 034	2, 164	939	22, 789
Labor force participation rate [1]	58. 9	55. 8	58. 1	77. 6	39. 4	47. 6
Employed	4, 414	607	912	2, 018	877	21, 614
Unemployed	438	108	122	146	62	1, 175
Unemployment rate [2]	9. 0	15. 1	11. 8	6. 7	6. 6	5. 2
WHITE						
Population	5, 828	626	1, 088	2, 251	1, 863	43, 799
Labor force	3, 499	340	632	1, 788	739	20, 432
Labor force participation rate [1]	60. 0	54. 3	58. 1	79. 4	39. 7	46. 6
Employed	3, 266	316	573	1, 677	700	19, 452
Unemployed	232	24	59	111	39	980
Unemployment rate [2]	6. 6	7. 1	9. 3	6. 2	5. 3	4. 8
BLACK						
Population	2, 277	642	667	486	477	3, 233
Labor force	1, 264	367	383	335	179	1, 885
Labor force participation rate [1]	55. 5	57. 2	57. 4	68. 9	37. 5	58. 3
Employed	1, 069	284	320	309	156	1, 732
Unemployed	195	83	63	26	23	153
Unemployment rate [2]	15. 4	22. 6	16. 4	7. 8	12. 8	8. 1
HISPANIC ORIGIN						
Population	561	90	202	156	113	2, 204
Labor force	228	43	68	93	24	966
Labor force participation rate [1]	40. 6	38. 0	33. 7	59. 2	26. 8	43. 9
Employed	208	(3)	(3)	(3)	(3)	882
Unemployed	20	(3)	(3)	(3)	(3)	85
Unemployment rate [2]	8. 8	(3)	(3)	(3)	(3)	8. 8

[1] Labor force as percent of population.
[2] Unemployed as percent of labor force.
[3] Data not available by marital status.

NOTE: Detail may not add to totals because of rounding.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Another factor related to labor force participation is race or ethnic group. In 1978, black female family heads had a labor force participation rate of 55.5 percent compared with 60.0 percent for whites. Among married women, however, the situation was reversed; the black participation rate of 58 percent was well above the 47-percent rate for whites in March 1978.[9] The labor force participation rate for Hispanic women family heads, at 41 percent, was considerably lower than that for either whites or blacks.[10]

FACTORS THAT AFFECT PARTICIPATION

Children and Child Care

As already indicated, families headed by working women are more likely to have dependent children in the home than are other families.[11] Nearly 2 out of 3 of working mothers who were family heads had children under age 18 in March 1978, compared with a little over half of two-parent families. Altogether, more than 10 million children, including 2.4 million under age 6, lived in families headed by women in 1978, and 61 percent of them had mothers in the work force.

Women in the labor force who head families with no children under 18 are generally older than those with younger children and include widows who live with married offspring or are part of a household made up of sisters, cousins, or other combinations of adult relatives. The labor force participation rate of these women is considerably lower than that of mothers with dependent children, while their comparatively higher annual family income attests to such factors as more than one earner in the family or a combination of employment and retirement income.

The presence or absence of children, particularly those under age 6, appears to have a significant effect on labor force participation by women family heads.[12] (See table 4.) The labor force participation rate for all mothers who are family heads and have children under 18 was 65.2 percent in March 1978. Where the youngest child was of school age, the rate climbed to 71.3 percent, while the presence of children under 6 reduced it to 54 percent.[13] Among black and Hispanic female-headed families, labor force participation rates of mothers with children under age 18 were 59.7 and 38.4 percent respectively. Where these children were of school age, the rates were 67.2 and 45.3 percent, compared with 49.9 and 31.0 percent where children were under 6.

A number of reasons have been advanced to explain the relatively low labor force participation rates of women family heads with young children, such as their own younger age, less formal education, lack of job experience, and absence of child care. Some additional explanations have been suggested by a 10-year federally financed study by the Center for Research on the Acts of Man, which became available in the summer of 1978. Based on interviews with a small sample of welfare mothers, both working and not working, and a slightly larger sample of low-income working men and their wives, the study found that many of the mothers who decided not to work did so because they were "traditionalists," who believed that a mother's place is at home with her children even when the result is a lower standard of living. Those mothers in the study who elected to work were generally classified as "modernists," who saw their primary role as that of providing support for the family.[14]

Women jobseekers with children under 6 face the problem of first securing and then sustaining adequate child care arrangements. Two of every three young, black mothers heading households who took part in the 1971 and 1972 National Longitudinal Survey (NLS) interviews indicated that they had been handicapped in their job search during the past year because of lack of adequate

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[9] For additional discussion of these differences, including the special problems of older, less educated black women, see Frank L. Mott, "Racial Differences in Female Labor Force Participation: Trends and Implications for the Future" (Columbus, Ohio: The Ohio State University, College of Administrative Science, Center for Human Resource Research, May 1978).

[10] For more detail, see Paul M. Ryscavage and Earl F. Mellor, "The Economic Situation of Spanish Americans," *Monthly Labor Review*, April 1973, pp. 3-9.

[11] For a general treatment of this subject, see *Working Mothers and Their Children* (Washington: U.S. Department of Labor, Employment Standards Administration, Women's Bureau, 1977).

[12] See for example, "Children of Working Mothers, March 1976," Special Labor Force Report 205 (Washington: U.S. Department of Labor, Bureau of Labor Statistics, June 1977).

[13] In part, these variations may reflect the fact that AFDC recipients with children under 6 are exempt from the Work Incentive Program, which is designed to move individuals from welfare to unsubsidized employment through training and job placement assistance.

[14] This study, by Prof. Samuel Z. Klausner of the University of Pennsylvania with funding from the Department of Labor, was conducted over a 10-year period in Camden, N.J. In 1969, 1970, and 1973, indepth interviews were conducted with 400 mothers on welfare and 100 working mothers. In addition, more than 700 working, low-income men were interviewed in 1973, along with about 400 of their wives. For a report on the project, see Samuel Klausner, "Six Years in the Lives of the Impoverished: An Examination of the WIN Thesis" (Washington: U.S. Department of Labor, Employment and Training Administration, 1978).

TABLE 4. PRESENCE AND AGE OF CHILDREN IN FAMILIES HEADED BY WOMEN, BY EMPLOYMENT STATUS OF MOTHER, RACE, AND HISPANIC ORIGIN, MARCH 1978, AND MEDIAN FAMILY INCOME, 1977

[Numbers in thousands]

Presence and age of children and employment status of mother	Number of families				Median family income, 1977			
	Total	White	Black	Hispanic origin[1]	Total	White	Black	Hispanic origin
All families headed by women	8, 236	5, 828	2, 277	561	$7, 765	$8, 799	$5, 598	$5, 454
With no children under 18	3, 030	2, 344	636	130	10, 892	12, 173	6, 604	8, 570
With children under 18	5, 206	3, 485	1, 641	432	6, 502	7, 335	5, 241	5, 013
Mother in labor force	3, 392	2, 356	979	166	8, 360	8, 942	6, 719	7, 098
Labor force participation rate[2]	65. 2	67. 6	59. 7	38. 4				
Employed	3, 014	2, 172	796	150	8, 839	9, 384	7, 717	7, 488
Unemployed	378	184	184	17	4, 242	4, 492	3, 979	(³)
Unemployment rate[4]	11. 1	7. 8	18. 8	10. 2				
Mother not in labor force	1, 814	1, 129	661	266	4, 050	4, 362	3, 567	4, 361
With children 6 to 17 years only	3, 360	2, 380	932	232	8, 072	8, 738	6, 409	5, 692
Mother in labor force	2, 395	1, 735	626	105	9, 346	10, 054	8, 002	7, 762
Labor force participation rate[2]	71. 3	72. 9	67. 2	45. 3				
Employed	2, 188	1, 633	525	92	9, 820	10, 366	8, 585	8, 260
Unemployed	207	103	101	13	4, 764	5, 362	4, 400	(³)
Unemployment rate[4]	8. 6	5. 9	16. 1	12. 4				
Mother not in labor force	965	645	306	127	4, 807	5, 183	4, 161	4, 676
With children under 6 years	1, 845	1, 105	709	200	4, 321	4, 626	3, 819	4, 489
Mother in labor force	997	621	354	62	5, 946	6, 437	5, 097	(³)
Labor force participation rate[2]	54. 0	56. 2	49. 9	31. 0				
Employed	826	539	271	58	6, 528	6, 829	6, 001	(³)
Unemployed	171	81	83	4	3, 485	3, 646	3, 352	(³)
Unemployment rate[4]	17. 2	13. 0	23. 4	(³)				
Mother not in labor force	848	484	355	139	3, 373	3, 487	3, 214	4, 105

[1] Persons of Hispanic origin may be of black, white, or other races.

[2] Labor force as percent of population.

[3] Median not shown where base number is less than 75,000.

[4] Unemployment as percent of labor force.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

child care arrangements. In these surveys, about 60 percent of the young black mothers who were not working indicated that they would seek work if free day-care facilities were available.

In contrast, a 1972 NLS survey of mature women aged 35 to 49 reported that fewer than 1 of every 4 household heads indicated that she had been unable to look for work at some time during the prior year because of lack of child care, and about an equal proportion indicated that they would have looked for work if free day care were available. Only 10 percent of the white and 13 percent of the black household heads had children below school age in the home. Overall, 37 percent of mothers heading households in the survey indicated that their children supervised themselves while they were working, 29 percent said they worked while their children were in school, and most of the remainder reported that their children were cared for by a relative in the home.

For most working parents in the United States today—in both single- and two-parent families—child care is "makeshift, informal, unavailable, or prohibitively expensive." [15] In 1975, it was estimated that a quarter of all children of working parents who were receiving care could be grouped under the category "arrangements unknown."

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[15] See *The Spirit of Houston: The First National Women's Conference, An Official Report to the President, the Congress, and the People of the United States* (Washington: National Commission on the Observance of International Women's Year, March 1978), ch. 5, "Child Care," pp. 27-29, esp. p. 27.

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Among this group were almost 2 million "latch-key children" aged 7 to 13, who cared for themselves without supervision until a parent came home from work.[16]

Many children are cared for in their own homes by a relative, neighbor, or nonrelated babysitter—an often preferred arrangement.[17] Outside of the home, the most readily available type of care for children of working mothers is provided in private homes by persons who take in groups of children. It has been estimated that only 10 percent of these homes are licensed by State or local governments. Far fewer day-care centers (numbering about 18,000) are caring for approximately 2 percent of the children of working mothers. Nursery schools also serve a small but growing number of these children.

During the 1960's, the care of children while mothers worked was a popular concern, but only a few programs designed to serve this need were ever started. At present, a small number of manufacturers and other employers around the country provide day-care facilities for their employees either free of charge or at moderate cost. Similar programs are operated by several Federal Government agencies in the Washington, D.C. area, but budget constraints make the continued operation of these programs uncertain.

The United States is, in fact, one of only a few developed countries that have not adopted national child care policies.[18] In March 1978, the official report to the President and the Congress on the First National Women's Conference, held in Houston in late 1977, depicted the problem as follows:

> Women in welfare programs, such as Aid to Families with Dependent Children, feel they should have the right to stay home with their young children if they so choose. But they also need access to free or low cost child care centers when they are able to work or wish to return to school or enter job training programs that would enable them to become self-supporting.[19]

Until the day-care problem is resolved, women who head families with young children will continue to have difficulty entering the labor force, even when job opportunities are available.

Education

While the presence of children and difficulties of obtaining satisfactory child care arrangements are important barriers to employment by women who head families, there are others, as well. One is the lack of education.[20]

In the United States today, a worker's level of formal education and type of work usually are closely related. It is not uncommon, for example, for employers to require a high school education for even low-skill, low-paying jobs; most professional and technical jobs require at least some college study or other specialized training beyond high school.

In March 1978, 30 percent of all women family heads who were in the labor force had less than a high school education, and only 9 percent had completed 4 or more years of college (see table 5). For married women with husbands present, the corresponding proportions were 21 and 15 percent, respectively. The lower educational attainment of women heading families reflects the statistic that black and Hispanic women, who average fewer years of schooling than do whites,[21] comprise roughly one-third of this group. Half of the Hispanic family heads and two-fifths of the blacks in the labor force had not completed high school, compared with about one-fourth of the whites. For all groups of women, those with the least education generally had the lowest rates of labor force participation and highest unemployment rates.

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[16] From a statement by the executive director of the Child Welfare League before a joint congressional hearing, quoted in *The Spirit of Houston*, p. 27.

[17] Data from National Longitudinal Surveys in 1971 and 1972 indicate that the majority of young black women who are in the labor force use relatives or other family arrangements for child care purposes, whereas white women are much more likely to arrange for child care by nonrelatives.

[18] See the discussion in *The One World of Working Women*, Monograph No. 1 (Washington: U.S. Department of Labor, Bureau of International Affairs, August 1978).

[19] *The Spirit of Houston*, p. 28.

[20] For some discussion of the effects of school leaving on the labor market experience of young women in general, see Frank L. Mott and Lois B. Shaw, "Work and Family in the School Leaving Years: A Comparison of Female High School Graduates and Dropouts" (Columbus, Ohio: The Ohio State University, College of Administrative Science, Center for Human Resource Research, May 1978).

[21] NLS statistics also suggest that, among women household heads aged 30 to 44 years in 1967, less educated blacks had much lower labor force participation rates than did less educated whites, and among women aged 14 to 24 who headed households in 1968, both less and better educated blacks had much lower participation rates than did their white counterparts. In other words, blacks tend to have lower incomes, not only because they have less education, but also because, at a given educational level stratified by age, they are much less likely to be in the labor force. See Frank L. Mott, "Racial Differences in Female Labor Force Participation."

Table 5. Educational Attainment of Women Who Head Families, by Selected Characteristics, March 1978

[Numbers in thousands]

Labor force status, race, and Hispanic origin	Total	Years of school completed					Median school years completed
		0 to 8 years	9 to 11 years	12 years only	13 to 15 years	16 years or more	
All Women							
Population	8, 236	1, 744	1, 788	3, 086	1, 061	557	12. 2
Labor force	4, 852	530	903	2, 189	788	442	12. 5
Labor force participation rate [1]	58. 9	30. 4	50. 5	71. 0	74. 3	79. 3	----------
Unemployment rate [2]	9. 0	10. 0	16. 8	8. 0	6. 5	1. 7	----------
White							
Population	5, 828	1, 201	1, 045	2, 339	774	469	12. 3
Labor force	3, 490	355	522	1, 674	580	358	12. 5
Labor force participation rate [1]	60. 0	29. 5	49. 9	71. 6	75. 0	78. 4	----------
Unemployment rate [2]	6. 6	10. 4	10. 8	6. 2	4. 8	2. 0	----------
Black and Other Races							
Population	2, 408	542	744	747	287	88	11. 7
Labor force	1, 354	175	381	516	207	74	12. 2
Labor force participation rate [1]	56. 3	32. 4	51. 3	69. 2	72. 5	84. 4	----------
Unemployment rate [2]	15. 2	9. 3	25. 0	13. 8	11. 2	----------	----------
Hispanic Origin							
Population	561	262	115	138	34	12	9. 5
Labor force	228	80	33	82	25	7	12. 0
Labor force participation rate [1]	40. 6	30. 6	29. 2	59. 1	74. 0	58. 6	----------
Unemployment rate [2]	8. 8	([3])	([3])	([3])	([3])	([3])	----------

[1] Labor force as percent of population.

[2] Unemployed as percent of labor force.

[3] Rate not shown where data base is below 75,000.

Note: Detail may not add to totals because of rounding.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Health [22]

Health problems can affect a person's ability to find and keep a job and hence are particularly serious impediments to women who head their families and are likely to need work. Of the household heads aged 35 to 49 years in 1972 who participated in the NLS surveys of mature women, about 1 of every 5 whites and almost 1 of every 3 blacks reported a health problem that limited in some way the amount or kind of work she could do. In general, health problems were found to be more prevalent among women who head households than among those who do not.

Both white and black women with health problems were less likely to be employed during the survey week and were also likely to have worked fewer weeks during the preceding year than were their healthy counterparts (see table 6). Indeed, there is almost no difference between healthy black and white women household heads in these two measures of employment status. Racial differences found in the survey suggest that black women are more likely to have health problems and that, where such problems exist, they are less likely to be employed than are their white counterparts.

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[22] Data for this section were provided by the National Longitudinal Surveys of work experience for mature women. (See Source note at beginning of this chapter.) In the surveys "health problems" were not defined; each respondent was asked to report any health-related problems that she perceived as limiting in any way the amount or kind of work she could do.

One explanation for these differences relates to the finding that mature black women are much more likely to be employed in physically demanding jobs. Among mature women who head households, nearly two-thirds of the employed whites, but only about one-quarter of their black

TABLE 6. EMPLOYMENT CHARACTERISTICS OF MATURE WOMEN, BY LABOR FORCE, HEALTH, HOUSEHOLD, AND MARITAL STATUS AND RACE, 1973

Labor force and health status [1]	Household status			Marital status				
	Total	Head	Not head	Married, spouse present	Married, spouse absent/separated	Widowed	Divorced	Never married
ALL WOMEN								
No health problem								
Number	3, 485	609	2, 876	2, 756	209	141	232	150
Percent employed	58. 7	79. 8	55. 2	54. 2	72. 2	67. 3	85. 5	91. 6
Mean hours worked	36	37	35	35	36	35	38	40
Mean weeks worked	29	39	27	27	37	33	42	47
Health problem								
Number	873	228	645	611	80	64	67	43
Percent employed	37. 7	44. 6	35. 9	36. 4	32. 4	44. 3	47. 7	44. 7
Mean hours worked	33	36	32	32	33	30	40	41
Mean weeks worked	19	22	18	18	17	19	25	22
WHITE								
No health problem								
Number	2, 620	326	2, 294	2, 223	66	77	157	99
Percent employed	57. 2	79. 9	54. 0	53. 0	73. 1	64. 7	85. 0	93. 0
Mean hours worked	36	38	35	35	38	34	38	40
Mean weeks worked	28	40	27	26	38	32	41	48
Health problem								
Number	551	93	458	441	31	21	40	19
Percent employed	38. 7	52. 2	35. 9	36. 2	36. 8	52. 8	53. 0	55. 2
Mean hours worked	34	37	32	32	37	28	40	42
Mean weeks worked	19	24	18	18	18	20	27	26
BLACK								
No health problem								
Number	865	283	582	533	143	64	75	51
Percent employed	73. 0	79. 4	70. 2	69. 9	70. 8	78. 5	88. 9	80. 9
Mean hours worked	36	36	37	36	34	36	39	38
Mean weeks worked	36	39	35	35	36	36	44	40
Health problem								
Number	322	135	187	170	58	43	27	24
Percent employed	32. 0	26. 6	35. 9	38. 4	25. 5	30. 0	23. 3	14. 4
Mean hours worked	32	31	32	32	26	36	35	29
Mean weeks worked	18	16	20	21	16	17	13	10

[1] As determined by whether the respondent reported a health problem she perceived as limiting in any way the amount or kind of work she could do.

SOURCE: 1972 National Longitudinal Survey of work experience for mature women, Ohio State University, Center for Human Resource Research.

NOTE: Detail may not add to totals because of rounding.

counterparts, held white-collar jobs. This finding suggests the reason why a black woman who contracts a physically debilitating ailment is more likely than her white counterpart to leave the job. Other data from NLS surveys confirm the notion that women household heads in relatively low-status occupations are almost twice as likely to be unemployed if they have a health problem as if they do not.

Paralleling the association between health and work is a close correlation between the presence of a health problem and the receipt of welfare. About 40 percent of all women household heads who reported a health problem in 1972 had received public assistance during the preceding year, compared with only 13 percent of those in good health.

TABLE 7. MAJOR OCCUPATION GROUP OF EMPLOYED WOMEN HEADING FAMILIES AND MARRIED WOMEN, HUSBAND PRESENT, MARCH OF 1970 AND 1978

[Numbers in thousands; percent distribution]

Occupation group	Women heading families						Married women, husband present	
	1970 total	1978						
		Total	Never married	Married, husband absent	Divorced	Widowed	1970	1978
Total employed: Number	2, 785	4, 414	607	912	2, 018	877	17, 497	21, 614
Percent	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0
White collar	51. 5	57. 5	58. 8	50. 1	63. 6	49. 7	60. 8	65. 8
Professional-technical	10. 8	13. 0	14. 1	12. 3	14. 5	9. 3	15. 4	17. 0
Managers, administrators, except farm	5. 4	6. 7	6. 0	4. 8	7. 5	7. 1	4. 7	6. 9
Sales	5. 0	4. 6	2. 9	3. 9	4. 9	5. 9	7. 1	7. 0
Clerical	30. 3	33. 2	35. 8	29. 1	36. 7	27. 4	33. 6	34. 9
Blue collar	19. 7	18. 4	19. 4	21. 4	17. 0	17. 9	18. 0	15. 2
Craft	. 9	2. 3	2. 3	2. 1	2. 5	2. 3	1. 3	1. 8
Operatives, except transport	18. 0	14. 7	16. 4	18. 4	12. 7	14. 1	16. 3	11. 7
Transport equipment operatives		. 3	------	------	. 4	. 6		. 8
Nonfarm laborers	. 8	1. 1	. 7	. 9	1. 4	. 9	. 4	. 9
Service	27. 8	23. 6	21. 8	27. 4	19. 3	31. 0	19. 5	17. 6
Private household	6. 9	3. 4	4. 1	5. 9	. 9	6. 2	3. 5	1. 9
All other services	20. 9	20. 2	17. 7	21. 5	18. 4	24. 8	16. 0	15. 7
Farm	1. 0	. 5	. 1	1. 0	. 2	1. 3	1. 9	1. 3

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

HEW NEWS

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FOR RELEASE IN A.M. PAPERS
Wednesday, November 28, 1979

HEW-K1

Results of a study released today show that participation in preschool programs significantly reduces the likelihood of school failure and markedly improves a disadvantaged child's self-concept.

The study was funded and released by the Administration for Children, Youth and Families. It was conducted by the Consortium for Longitudinal Studies under the supervision of Dr. Irving Lazar and Dr. Richard B. Darlington, both of Cornell University.

Among the key findings in the Consortium's report were:

- Low-income children who had participated in preschool programs were more likely to meet their school's requirements for adequate performance than were children in control groups. They were less likely to be retained in grade or assigned to special education classes. They also scored higher than control children in mathematics achievement.
- The children's preschool experience appeared to influence them towards more realistic occupational goals than control children.
- Children who had been through an early intervention program were more likely than control group children to respond with

achievement-related reasons, such as school or work achievements, for feeling proud of themselves.

The report analyzes and summarizes the results of a series of separate research projects conducted by 12 pioneers in the field of early childhood education during the early and mid 1960s, and examines follow-up data collected in 1976-77.

The research projects, initially conducted independently of each other, included data from IQ, achievement and other psychological tests, plus information on economic status, family background and other characteristics of children who entered the programs at ages from two months to five years.

When the follow-up data was gathered in 1976-77, the ages of the subjects of the original research ranged from 9 to 19 years.

The follow-up tests, using a common format developed by the Consortium, included parent interviews, school records, achievement test forms, and the latest version of the age-appropriate Wechsler Intelligence Test.

Researchers involved in the original and follow-up studies included Drs. Kuno Beller, Temple University; Martin and Cynthia Deutsch, New York University; the late Ira Gordon, University of North Carolina, Chapel Hill; Susan Gray, George Peabody College, Nashville; Merle Karnes, University of Illinois, Champaign; Phyllis Levenstein, Verbal Interaction Project, Freeport, New York; Louise Miller, University of Louisville; Francis Palmer, Merrill-Palmer Institute, Detroit; David Weikart, High/Scope Foundation, Ypsilanti, Michigan; Myron Woolman, Institute for Educational Research, Washington, D.C., and Edward Zigler, Yale University.

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NEWS & INFO
The Urban Institute
2100 M Street N.W., Washington, D.C.

Release: On Receipt
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Contact: Susan Tifft
Director of Public Affairs
202/223-1950 ext. 254

RISE IN WORKING MOTHERS PREDICTED

Washington, D.C., April 27--Women will be entering the work force at the rate of about a million a year from now until 1990, says a new Urban Institute study, and most of those new workers will be married mothers.

The study, Women in the Labor Force in 1990 by Ralph E. Smith, projects that by 1990, 55% of American women age 16 and over will be in the workforce, compared with 48% in 1977. Together with general population growth, this will result in 52 million women working or looking for work--over 12 million more than in 1977.

By 1990, "the stereotype of a wife staying at home to look after her children would fit only one-quarter of the 44.4 million women who are expected to be married and living with their husbands," says the report.

Of particular note, says Smith, is the projection of a "very large" increase (3.4 million or 65% over the 1977 level) in the number of working mothers with children under six. A 60% increase (5.8 million) in the number of mothers with children between six and seventeen (and none under six) is also anticipated.

"Increases of this magnitude, especially for the mothers of young children, could have tremendous consequences for child care policy, work schedules, and other issues that affect a person's ability to juggle the demands of a job with the demands of a child," says the author.

While rising divorce rates and falling fertility rates have helped produce the current growth in female employment, says the study, these factors are not likely to be major sources of change in the next decade. Only minor changes in women's marriage and family characteristics are expected between now and 1990. "Any further large increases in the female labor force will most likely come from higher participation rates among women in intact marriages."

"Much more rapid growth of the female labor force should be anticipated if the gap between women's and men's wages begins to narrow, or if the attitudes about the appropriate activities for men and women in our society continue to change as much as they have over the last decade," says the author.

The growth of working women has major consequences for public policy, according to Smith:

The Need to Plan

- There is virtually no possibility that the female labor force will do anything but increase between now and 1990. Failure of public policymakers to anticipate the continued movement of women into the workforce will result in poor planning in a wide variety of areas involving policies in every agency of the federal government.
- Because projections of long-term growth in the female labor force are changeable and subject to considerable error, it is important that these projections continue to be reviewed periodically and, if needed, revised.

Macroeconomic Policy

- Unless the expansion of working women is anticipated, macroeconomic policy (policy which affects the demand for labor across a wide spectrum of industries and occupations) will inadvertently be aimed at the wrong targets. "It is difficult to set demand policy without knowing what the supply will be," says the study.
- The growth in the number of working women expands the economy's capacity and at the same time requires that more jobs be created to keep unemployment at a fixed rate.
- If the difference between men and women in unemployment rates is not changed, the increased movement of women into the labor force will result in higher total unemployment. "Since 1967, the adult female unemployment rate has been between 1.3 and 1.9 percentage points above that of adult males. It is not clear whether the gap will narrow over the next decade."

The Institute study was prepared under a grant from the Employment and Training Administration, U.S. Department of Labor.

A related study, The Subtle Revolution: Women at Work (Ralph E. Smith, editor), focusing on the social and economic consequences of the projected growth in the female labor force, will be published as an Urban Institute book this summer.

The media and government offices may obtain copies of today's report through the Institute's Public Affairs Office at the telephone number listed above. Other individuals and organizations may purchase the report ($7.00, order no. URI 24600) through the Institute's Publications Department, 2100 M Street, NW, Washington, DC 20037, 202/223-1950 ext. 400. Orders under $25 must be prepaid.

The Urban Institute, founded in 1968, is a non-profit independent research organization dedicated to finding solutions to the problems and concerns of American urban communities.

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Congressional Record

PROCEEDINGS AND DEBATES OF THE 96th CONGRESS, FIRST SESSION

Vol. 125 WASHINGTON, THURSDAY, MARCH 15, 1979 No. 32

Senate

(Legislative day of Thursday, February 22, 1979)

CANCELLATION OF CHILD-CARE HEARING

● Mr. CRANSTON. Mr. President, I am today canceling the March 20 hearings of the Subcommittee on Child and Human Development, which I chair on the Labor and Human Resources Committee. Those hearings were scheduled to continue consideration of my bill, the proposed "Child Care Act of 1979," S. 4.

Senate committees are required by the congressional budget process to act by May 15 on all legislation to be considered by the full Senate that will authorize appropriations for the coming year.

Mr. President, I do not believe it is realistic to expect that the child-care bill can be approved by the Human Resources Committee by that deadline. Nor do I think it likely that the bill could pass the Senate in time to receive operating monies next year.

I base those conclusions on the following factors:

First. The mood of the 96th Congress and of the American public in general is very negative toward proposals for new Federal programs at this time regardless of social need and cost effectiveness.

Second. Divisions continue to separate leaders of the many diverse groups which support the bill. There is significant disagreement over scope and strategy for Federal child-care legislation. There are important differences about some details of the bill, and there are proposals to change the bill to mandate more comprehensive forms of care. This would mean more Federal regulation and intervention, and more cost. These divisions among child-care advocates prevent the kind of national public educational effort needed to enact a bill like S. 4.

Third. The Carter administration has withheld its support for S. 4, even though Vice President MONDALE has the Senate's leading advocate of child-care and child development programs during his years in the Senate, and the President, during his campaign, had expressed his support for the concept of child care and pledged his active cooperation in developing legislation.

Mr. President, the need for child-care assistance for working parents has been well documented in our six subcommittee hearings over the past 18 months. The bill I introduced was a modest effort to make a beginning to cope with the problems of millions of American children contribute to the rise in juvenile cared for while their parents, by economic necessity, work. And to cope with the problems of mothers who want to get off welfare and work, but cannot because they have no way to provide adequate care for their children.

These unsupervised "latch-key" children contribute to the rise in juvenile delinquency, crime, vandalism, and drug and alcohol abuse. They are often a physical danger to themselves and others.

The factors that make child-care problems so very pressing today will continue to grow in the years ahead. We can expect that there will be increasing numbers of women in the workforce, more homes with two working parents, and more single-parent families. It would make good sense to take steps now to provide decent care for their children. Moreover, these kinds of services would save money over the long haul. That has been substantiated by a recent study by the congressional watchdog and audit agency—the General Accounting Office.

A strong case can be made that the social and economic benefit of encouraging women to stay off—or get off—welfare would, by itself, justify further Federal efforts to help States provide child care services. But that case cannot be fairly evaluated in the present budgetary environment.

My bill is a victim of these austere times, but the problems it seeks to address remain with us, and the victims of those problems remain with us, too. Therefore, I intend to continue to work closely with people and groups deeply concerned about the effects of juvenile delinquency, vandalism, welfare dependency, and child abuse, and about helping American families in search of adequate day care for their children. Together with organizations like the American Legion, the National Conference of Catholic Charities, major children's groups, and dozens of others that support the thrust and purpose of S. 4, I will seek to develop and consolidate widespread support for efforts to resolve the serious, distressing problem of unattended, vulnerable, helpless children.●

CHILD CARE LICENSING AND REGULATION:

A REPORT BY THE GOVERNOR'S
ADVISORY COMMITTEE ON
CHILD DEVELOPMENT
PROGRAMS
FEBRUARY, 1978

Governor's Advisory Committee on Child Development Programs
915 Capitol Mall, Room 260
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INTRODUCTION

The Governor's Advisory Committee on Child Development Programs is concerned with issues involving public and private child care programs throughout California. In the course of the last year and a half we have been repeatedly faced with major child care licensing problems. These have been brought to our attention by a variety of groups and interests, including AB 3059 programs, the Private Nursery School Association, family day care providers, Resource and Referral Network. Most recently, Governor Edmund G. Brown Jr. has articulated concern for the problems surrounding child care licensing and requested the Committee to make a report, including recommendations to rectify the current situation and to prevent the abuses and problems which have evolved in other California institutions, most notably our nursing homes.

The following report has been prepared by members of the GAC Licensing Subcommittee and approved by the full Committee. It is our intent and hope that the recommendations within this report will begin to resolve the myriad problems which have too long beset parents and child care providers in California.

In this report the term "child care" should be understood to cover the regular out-of-home care of children on less than a 24-hour basis but more than two hours per day; it therefore includes Head Start and State Preschool programs as well as other part-day, full-day and after school child care.

THE CHRONIC CRISIS OF CHILD CARE LICENSING

Over the past few years child care licensing in California has lurched from one crisis to another. The amount of citizen and state activity designed to resolve licensing problems has been enormous. It includes several lawsuits, efforts to pass new legislation, the convening and report of the Office of Educational Liason Child Day Care Licensing Task Force in 1975, a report by the Department of Finance in 1976, and most recently the Joint Legislative Audit Committee's Report to the California Legislature, "Opportunities to Improve the Department of Health's Evaluation of Community Care Facilities." Yet despite the long standing recognition of problems with licensing and the energy which has gone into resolving them, licensing has grown more chaotic rather than less.

Three recent events have dramatized the critical condition of licensing, and have highlighted some of the perennial concerns which need to be addressed. In 1975 the Department of Health (DOH) stopped licensing day care centers because the resources available for licensing were insufficient to perform this function adequately. To fulfill their legislaive obligation to license, DOH adopted a program of "self-certification", whereby centers certified that they met the licensing requirements without any inspection or verification by state officials. The unanimous response of the child care advocates, providers, and parents was that the program of self-certification was inadequate to protect the health and safety of children, in the case of center-based care; the possibility for fraud, neglect, and unsafe conditions were too serious. Under pressure from citizens and from a lawsuit (BANANAS vs. Lackner) DOH obtained emergency funds from the administration to increase its licensing staff, and rescinded its self-certification program. Though quickly resolved, the incident highlighted the low priority of child day care licensing within the Department of Health, the lack of resources devoted to licensing and a lack of a consistent licensing policy by state officials.

A second crisis has involved the licensing of family day care homes rather than centers. In most counties the DOH has subcontracted its licensing responsibilities for family day care homes to county welfare departments. Beginning in late 1975, however, counties began refusing to license family day care homes. They turned back this responsibility to DOH officials, primarily on the grounds that the rates at which the state reimbursed county welfare offices for licensing were inadequate.[1] This situation was discussed and debated in a number of county welfare directors' licensing committee meetings in 1975 and 1976. Since the Department of Health has been unprepared to take over licensing functions from the counties, in many areas the turn-back has meant there is no way to license family day care homes. In other areas, the amount of time it takes to become fully licensed has increased astronomically.

A third problem which highlights the confusing state of day care licensing in California has been the progress of draft licensing regulations developed under the Community Care Facilities Act, AB 2262/73. This Act was designed to revise the licensing of all community care facilities, including 24-hour facilities such as Board and Care Homes and Foster Care Homes as well as day care. Five years later, despite a succession of draft regulations and a series of promises that public hearings would be imminent, a set of regulations for child care centers and family day care homes has yet to be completed. The process of developing these regulations has itself been unsatisfactory. There has been an unusually high rate of staff turnover in the Facilities Licensing Section of DOH, charged with writing these regulations. This has slowed down the process immensely, and also inhibited meaningful and broad-based public input.[2]

The delays and confusion in developing new regulations indicate grave problems at the state level. But the more troublesome aspect of the draft regulations which have been developed so far is that they are generally inappropriate to the licensing of child care. Rather than emphasizing the essentials of health and safety mandated in AB 2262, the draft regulations have attempted to regulate quality of care. This has produced an enormous number totally of regulations which too often are based on a medical model of care and inappropriate to child care facilities in particular.[3] The draft regulations have essentially ignored any parental responsibility to state officials. These kinds of regulations may be appropriate for 24-hour facilities and for facilities, like foster homes, whose residents are either wards of the state or who have no parent-figures to care for them. But in the case of child care, these assumptions are entirely inappropriate. They contribute to draft regulations which are overly long, and too complex and detailed. Many of the details included would be unenforceable and would add to the cost of child care without insuring enhanced quality.[4]

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[1] Joint Legislature Audit Report to California Legislature, "Opportunities to Improve DOH's Evaluation of Community Care Facilities," November 1977 (Report #722), page 9.

[2] On November 17, 1977, the GAC passed the following resolutions relating to the development of new regulations:

> The GAC feels there has been a lack to date of adequate input to the process of developing regulations, and that parent and provider participation in the regulations process is needed. Therefore we ask that public hearings on child care be delayed to accomodate full parent and provider input prior to the development of the final draft for public hearing, as presented and circulated by the DOH.
>
> The GAC requests a written plan indicating the method and timing of distribution of proposed regulations. It would be a help to the GAC to be more fully informed as to input and response to the proposed regulations as received by DOH. We are particularly interested in the scope and diversity of responses received to date.

[3] One aspect of the effort to legislate quality standards as part of the Community Care Facilities Act was the development of a rating system for all community care facilities. Child care was exempted from the system by AB 1288/77 (Lockyer).

These three problems — the turn-back of family day care licensing to the state, the period of self-certification of centers, and the unsatisfactory development of regulations under the Community Care Facilities Act — have been special sources of stress over the past few years. But even in the absence of these particular crises, child care licensing has been in a sorry state. Foremost among the "normal" problems has been a lack of resources for licensing, both at the state level and the county level. The lack of resources is indicated by a shortage of licensing workers, high caseloads per worker, a constant turn-over among licensing workers, inadequate training and a large number of licensing workers with no interest or background in child care. The result is the inordinate amount of time (in most counties) required to obtain a license — as long as one year for a center license, and as long as nine months for a family day care license. Even worse, the lack of resources in some counties has caused licensing workers to discourage applications for new licenses. The consequences are obviously inconsistent with the very purpose of licensing: to insure and encourage safe and healthy child care facilities. In particular, family day care homes have operated without licenses rather than tolerate the delays of the licensing process. Other potential operators have been so discouraged by the licensing procedures they have given up their intention of providing child care.

One additional factor making the licensing process more unwieldy has been the complex of state, county and local regulations which apply to child care facilities. In addition to complying with the state's licensing requirements, a facility typically must conform to local building codes, local zoning ordinances, local fire provisions, and local health codes. Each of these requires a separate certification process, with paperwork and time-consuming visits by an array of officials. Furthermore, local ordinances vary from place to place, resulting in inconsistent requirements — relatively lenient in some jurisdictions, strict in others. At times local ordinances contradict state regulations. Information about local zoning, fire, health, and building codes has been extremely difficult to compile and make available to potential day care providers. The lack of information has constituted another discouraging barrier in the licensing process.

A rather different kind of problem stems from California's unique situation in which two different agencies share licensing responsibility, and promulgate three separate sets of licensing standards in California. Purely private day care facilities have been licensed by the Department of Health; but publicly-subsidized facilities operated by the State Department of Education have been certified by SDE personnel through an interagency agreement between DOH and SDE. In practice this has created inconsistencies in the ways licensing regulations have been interpreted and enforced. It has caused special problems for facilities which include both a private program and a subsidized program, since they must satisfy licensing requirements as interpreted by two different departments. the lack of cross-economic child care programs state-wide is indicative of this problem. But most detrimental to all to the intent of licensing, certification by SDE has been in conflict with the prime function of SDE — to provide technical assistance, support, advice and program development to the programs which it funds. Typically the same SDE consultant has the responsibility both for seeing that a program meets licensing standards, and for seeing that it remains open at maximum enrollment. The result has been a tendency to overlook some violations of licensing standards and to approve substandard facilities, in some cases.

A final source of confusion has come from the fact that there are now three separate licensing standards in California. Child care programs which are federally funded have been governed by the Federal Interagency Day Care Requirements (FIDCR). Most of those which are subsidized by state money without any federal match are governed by state regulations (referred to as Title 5). Private programs as well as programs funded through the state's new Alternative Child Care Program (AB 3059) are regulated by Title 22 of the State Administrative Code. (Title 22 regulations would be replaced by new regulations under the Community Care Facilities Act.) Principally, these three sets of regulations very in the adult-child ratios they require, with FIDCR the most strict (requiring, for example, a ratio of one adult to five children for 3-4 year olds) and Title 22 the least strict (requiring a ratio of one adult to twelve children in the same situation).

As a consequence different facilities meet very different standards depending, somewhat arbitrarily from the vantage of the child's welfare, on their funding source. For publicly-subsidized programs, subsidy levels also tend to very according to the adult-child ratios they are required to maintain. Rightly or wrongly, different kinds of programs have developed reputations for being of relatively high or low quality, based in part on the licensing standards they are required to meet.

One consequence of different licensing procedures and varying licensing standards is a lack of unity among child care programs on licensing issues. The interests of programs governed by FIDCR diverge from the interests of programs governed by Title 5 or Title 22; the problems of centers certified SDE are different than the problems of facilities licensed by DOH. Subsidized and non-subsidized programs also vary in their response to proposed licensing changes. The costs of unsubsidized programs and their ability to attract enough children can be severely affected by changes in licensing standards. This explains in part why licensing has been one of the most contentious aspects of child care in California, resistent to concensus and reform.

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[4] The increased cost associated with licensing requirements have been a source of perennial concern. On November 17, 1977, the GAC recommended:

> Regulations should not add to the cost of delivering care, since we understand that additional cost will be passed on to parents who are in need of service, and such added cost will be prohibitive and discouraging to potential and existing providers. The GAC has special concern for the impact of any proposed regulations on the Alternative Child Care Programs funded through AB 3059 and AB 1288. The standard of funding and care for these programs was based on current Title 22 regulations which and new regulations which add cost cannot be adhered to except at the cost of service quality to parents and children.

ADMINISTRATIVE RECOMMENDATIONS

Some of the problems of child care licensing in California have been administrative, and can be cured by administrative changes. We offer four related recommendations, in the interest of creating an administrative structure which is more likely to encourage sound child care licensing.

I. WE RECOMMEND THE CREATION OF A NEW AND SEPARATE OFFICE, THE OFFICE OF CHILD CARE FACILITIES LICENSING.[5]

This proposed office would remove child care licensing from the Community Care Facilities Licensing Division and the Office of Child Development. Since DOH is currently being reorganized, we feel this is an opportune and appropriate time to institute such an office.

This kind of separation would prevent child care licensing from being governed by assumptions more appropriate to 24-hour care, care of the elderly, and care of state wards. It would also enable child care licensing to become recognized as an important activity in its own right, rather than remaining as the stepchild of an agency more concerned with other kinds of licensing, or with the conflicting role of providing consultation and technical assistance simultaneously with licensing and enforcement.

We would further like the structure and the image of licensing to be that of a normal activity routinely and uniformly applied to child care facilities for all children, rather than solely a welfare-linked activity.[6]

II. The current practices of subcontracting the licensing of family day care homes to county welfare departments has, by and large, been a poor one. Although some counties have developed excellent licensing teams, in most places this has not been true. Furthermore, county interpretation of licensing regulations has resulted in widely varying standards state-wide. We therefore recommend:

CHILD CARE LICENSING SHOULD BE CENTRALLY ADMINISTERED BY THE PROPOSED OFFICE OF CHILD CARE FACILITIES LICENSING, AND NOT SUBCONTRACTED. WE FURTHER RECOMMEND THAT THE OFFICE OF CHILD CARE FACILITIES LICENSING ESTABLISH REGIONAL OFFICES TO CARRY OUT MANDATED LICENSING FUNCTIONS. The combination of centralized control over regulations and policy together with decentralized administration should bring state-wide uniformity to licensing standards while ensuring accessibility.

The determination of what regions ought to be established to carry out licensing is an important one. The regions need to be small enough so that the accessibility of child care facilities to licensing workers is reasonable. It is also important for licensing workers to be familiar with the areas they serve. This suggests that regions should be kept relatively small, both in area and in population. The most serious problems of creating regions comes in rural areas, which have low population densities. While it might be tempting to combine several rural counties, this would create regions too large for ready accessibility. There are, of course, ways of creating large licensing regions in rural areas while still providing accessibility, for example through subunits, or travelling teams of licensing workers. However, establishing relatively small licensing regions in the first place would be preferable.

These criteria of accessibility and familiarity with local conditions suggests that at least one large and dense urban county — Los Angeles — be broken up into several licensing regions.

Licensing services should be provided at no less than existing levels in those counties adequately served at the present time.

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[5] This recommendation has already been accepted in principle by the GAC. On November 17, 1977, the GAC accepted in principle that "child care is a unique service, and should be treated differently from other community care facilities in the process of developing regulations." The recommendation that all licensing and certification be carried by one office and separated from technical assistance has been made many times before. See, for example, the report of the GAC, *The Alternative Child Care Program (AB 3059), 1976-77*, p. 20: "California needs a cohesive policy on licensing child care homes and centers, to be implemented by one state agency and applied uniformly and promptly. Licensing activities should be completely separate from the providing of technical assistance."

[6] For a good discussion of the administrative location of child care licensing, see pp. 101-106 and pp. 111-114 of the *Report and Recommendations of the Child Care Licensing Task Force*.

III. The problem with licensing staff at both state and county levels — the lack of adequate staff, the high rates of turnover, the lack of training, and often a lack of interest in child care — have been mentioned above. We contend that the licensing agency must have adequate numbers of staff members, adequately trained, to fulfill its responsibilities. In particular, experience in child care programs should be emphasized in recruiting licensing workers, and all licensing workers should then be provided with on-the-job training under the sponsorship of the central office of Child Care Facilities Licensing to ensure the statewide uniformity in interpreting regulations. In addition to including technical aspects of licensing, the training should stress the need for a helpful, flexible approach to licensing in which licensing workers facilitate rather than impede the licensing process.[7] In order to resolve these staffing problems, we recommend the following:

A. THE STATE SHOULD INSTITUTE A MAXIMUM CASE LOAD OF 75 FACILITIES PER WORKER FOR CENTERS, AND 125 FACILITIES PER WORKER FOR FAMILY DAY CARE. We recognise that adhering to these ratios will require additional resources for child care licensing, but we stress that the present chaos in child care licensing cannot be resolved without this commitment. **WHEREVER POSSIBLE, THE LICENSING OF FAMILY DAY CARE HOMES SHOULD BE SEPARATED FROM THE LICENSING OF CENTERS,** since the two kinds of care provide licensing workers with substantially different problems. Some specialization among licensing either family day care or centers, would be appropriate where possible.

B. THE STATE SHOULD ESTABLISH A NEW KIND OF POSITION, THAT OF A "CHILD CARE FACILITIES EVALUATOR," WITH QUALIFICATIONS APPROPRIATE TO THE TASK. This will eliminate the problem of having licensing workers with little interest in or aptitude for child care.

C. SELECTION OF CHILD CARE FACILITIES EVALUATORS SHOULD BE DELEGATED TO THE OFFICE OF CHILD CARE FACILITIES LICENSING, in order for the agency which administers licensing to have as much control as possible over hiring.

D. INDIVIDUALS SHOULD BE HIRED INTO THE POSITIONS OF CHILD CARE FACILITIES EVALUATOR ON THE BASIS OF APPLICANT LISTS ESTABLISHED AT THE REGIONAL RATHER THAN THE STATE LEVEL. This will ensure that licensing workers have some commitment to the area in which they are hired, and will prevent some of the turnover among licensing workers.

IV. Our final administrative recommendation concerns the establishment of an advisory committee to the Office of Child Care Facilities Licensing. We recommend:

THE STATE SHOULD ESTABLISH REGIONAL AND STATE-WIDE CHILD CARE FACILITIES LICENSING ADVISORY COMMITTEES. The Members should as nearly as possible reflect interest in and knowledge of all kinds of child care — including center care, family day care, subsidized care, private care, cooperative care, infant care, after-school care, part-time and full-time care. The composition of the advisory committees should also reflect the racial and ethnic composition of the area represented.

The regional committees, should, we believe, be composed of eleven members; four parent-consumers, four providers, and three child care advocates. Members should be appointed by the Coordinator of the Regional Office of Child Care Facilities Licensing, in consultation with local individuals concerned with child care.

In order to establish a state-wide advisory committee, each local committee should select one person from each of the three categories (parent-consumer, provider, child care advocate). One of these three shall then be chosen by the coordinator of the Statewide Office of Child Care Facilities Licensing to serve on the state-wide advisory committee. The state committee will therefore have as many members as there are regions. As nearly as possible, the state-wide committee should reflect the different kinds of care in the state, as well as the racial and ethnic composition of the state as a whole.

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[7] These principles have been taken from the *Child Day Care Licensing Task Force Report*, pp. 67-68.

THE SPECIAL PROBLEMS OF FAMILY DAY CARE[8]

The troubles of child care licensing in California have been especially serious for family day care. At the outset it is necessary to emphasize the differences between family day care and center care. Family day care homes are obviously smaller and have fewer children. The relations between care-givers and parents tend to be more consistent than is true in centers where there is a larger staff and more turnover. Because family day care takes place in a home, health and safety issues are easier for parents to evaluate than may be true for centers. Because of their small size, administrative problems — such as kinds of paperwork and visits involved in the licensing process — are especially burdensome to potential family day care providers. Finally, there is virtually no unlicensed center care in California — child care centers are visible activities in a neighborhood and do not operate underground. On the other hand, best estimates indicate that as much as 80% of family day care — care of children by someone other than relatives, outside the child's own home, for money — is not licensed. As a result, the licensing problems and public policy issues of family day care homes are very different from those of centers. Whereas self-certification proved to be a failure in the case of centers and was opposed by virtually every component of the child care world, we believe that a program of registration for family day care homes, with a self-certification component, has worked well in those states which have tried it.

In general, the regulations which have governed family day care (Title 22 regulations) have been burdensome, confusing and incomprehensible in many cases.[9] The regulations have been interpreted in arbitrary and inconsistent ways; because most family day care homes have been licensed by county welfare departments (prior to the turnback of licensing to the state), their interpretation has varied woldly from county to county, with some excellent licensing in some counties but with the quality of licensing efforts on the whole very uneven, and in some cases quite poor. The licensing procedures themselves have been long and arduous, discouraging many potential day care providers from being licensed. Ironically, the complexity of the regulations and the lengthy licensing procedures have not been enough to ensure safe family day care homes. The regulations have in fact been unenforceable, and it has been almost impossible for local licensing officials to close those family day care homes known to be unsafe.

This has made a mockery of the purpose of licensing: parents who expect a license to be a guarantee of minimum standards may find instead that the license has very little to do with health and safety standards.

The result of these burdensome regulations and time-consuming licensing procedures is that some potential family day care providers have been discouraged from offering care. Another "solution" for providers has been to operate without a license; the Legislative Analyst estimated that for every licensed family day care home, another four operate without a license.[10] Not only has this meant that unlicensed homes escape any form of regualtion by the state, but it also meant that information on family day care homes has been difficult for parents to obtain.

Some of these problems will be resolved through the administrative recommendations of the previous section. A centralized Office of Child Care Facilities Licensing will eliminate the variation in licensing practices among counties. A limit on case loads would allow licensing workers to respond more quickly to licensing applications and would reduce the time necessary to obtain a license. The hiring and training recommendations we have made will ensure that licensing workers are competent and interested in their work, and reducing turnover will ensure that a group of experienced and committed licensing workers can be developed.

But administrative changes will not cure all the ills of family day care licensing. In particular, those problems connected with the sheer volume of regulations and with their ambiguities can only be solved by creating a new set of regulations, sensitive to parents' responsibility and the guarantee of basic health and safety considerations.

Fortunately for California, a large number of other states have experienced problems with family day care licensing similar to our own. Several have experimented with alternative ways of regulating family day care homes. One alternative which has been tested is a program of minimal licensing, sometimes described as *registration*. Pilot projects involving registration are underway in North Dakota, Michigan, New Jersey and South Carolina. Texas and Massachusetts have already adopted such a program for all their family day care licensing. The results of the experiments have been encouraging. In Michigan, the number of regulated homes in two counties which tried registration increased 31% in a small county and 63% in a large county. Registration proved to be less expensive than conventional licensing and was perceived by providers to be less complicated.[11] In Texas, the number of licensed family day care homes increased from 1,950 in 1975 to 5,000 in 1977, after registration had been instituted. Thus we have a tentative answer to one of the critical questions about registration: whether family day care providers would more readily submit to a registration program compared to traditional licensing. Apparently, registration has proved more acceptable to family day care providers where it has been tried, and has resulted in an expansion in family day care homes registered and regulated.

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[8] The special licensing problems of family day care have not been confined to California, but have been experienced in many other states. For an excellent review of the problems and alternative solutions, see Gwen Morgan's *Alternatives for Regulation of Family Day Care Homes for Children* (Day Care and Child Development Council of America, 1974). See also the papers included in the *Report and Recommendations* of the California Child Care Licensing Task Force.

[9] New family day care regulations are currently being written under the Community Care Facilities Act, to supercede Title 22. However, the draft regulations which have been circulated are even more detailed and burdensome than are the Title 22 regulations. Obviously, removing licensing from the Community Care Facilities Act is even more important in the case of family day care than for center care.

[10] See Publicly Subsidized Child Care Services in Calif., (8/23/74), p. 5.

We consider that the concept of registration merits serious consideration in California, as a way of making family day care licensing simpler, less arbitrary and more widespread. We propose that: **THE OFFICE OF CHILD CARE FACILITIES LICENSING ADOPT A SYSTEM OF REGISTRATION ON A PILOT BASIS. THE PILOT PROGRAMS SHALL BE ESTABLISHED IN THREE REGIONS — ONE URBAN, ONE SUBURBAN, AND ONE RURAL.** Because the success of a registration system depends critically on the amount of information available to parents, the counties chosen for the pilot projects should be ones with etablished information and referral agencies. The pilot projects should run for two years; at the end of that period, they should be evaluated by an independent evaluation, with recommendations to the Governor and the Legislature as to whether registration should be extended, should be modified or should be abandoned in favor of a return to traditional licensing.

This program of registration formulated by the Office of Child Care Facilities Licensing for the pilot projects should contain only the following elements:

1. A plan for the collection and dissemination of information on family day care homes which have been registered. All operators shall provide basic information about themselves and about the facility they expect to operate, including their name, address, telephone number, age and sex; the number and ages of children they expect to care for; the size of the home in which care will be provided, including information about outdoor play space available. The Office of Child Care Facilities Licensing will in turn devise a plan to make this information easily available to parents seeking care. Applicants shall be given copies of rules and regulations, and these should be made available to parent-consumers as well.

2. The Office of Child Care Facilities Licensing shall develop rules and regulations governing family day care homes, which shall be limited to:
   a. Adult/child ratios;
   b. Health and safety considerations including fire safety, poison control, first aid procedures in case of accidents, disaster and emergency plans, and swimming pool safety where applicable;
   c. Records to be maintained for children in care;
   d. Prohibitions against child abuse and neglect, and against corporal punishment.

3. All providers will be required to certify that they comply with the requirements established by the Office of Child Care Licensing. In addition, all providers will be required to provide evidence of a negative tuberculosis test within the past year. Finally, they will be required to certify that they have not been convicted of any sexual offenses relating to children, child abuse, or any other crimes involving violence to or neglect of children.

4. The Office of Child Care Facilities Licensing shall develop procedures to be followed in the event of complaints about the operation of a family day care home, including procedures for visits, procedures to obtain corrections of unsafe conditions, procedures to suspend or revoke licenses, and procedures to invoke criminal sanctions against operators who fail to correct unsafe conditions.

5. During the pilot period, there should be random checks of registered homes on a sample basis.

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[11] Jeralyn Lowe, Jacqueline Wood, and Reginald Carter, "Demonstration Project: Registration of Family Day Care Homes", and Jacqueline Wood, "Michigan's Family Day Care Home Registration Project", in *Proceedings: Ninth Biennial Region V Licensing Workshop*. The Michigan experiment did find an increased number of rule violations associated with registration, but only a few rules were violated — for example, the requirement of a tuberculosis test and a medical statement attesting to good health — and were easily correctable. In contrast, the violations in conventionally-licensed homes included a wider range of more serious violations.

UNRESOLVED ISSUES

Implementing our administrative recommendations and beginning pilot programs of registration would constitute major steps in creating a more rational and effective system of child care licensing in California. However, we should acknowledge two major problems which remain unsolved: the current existence of three sets of child care regulations, and the roles of local zoning, fire, health and building ordinances.

Both of these issues involve the most difficult political and financial issues, and their resolution will not be easy. We recommend that: **SEPARATE LEGISLATION ADDRESSING INCONSISTENCY OF LOCAL ORDINANCES AND THE THREE SETS OF REGULATIONS BE FORMULATED DURING THE COMING YEAR,** to begin the arduous process of reaching concensus on these two issues.

As we mentioned earlier in this report, the existence of three sets of licensing standards — FIDCR regulations for federally-subsidized facilities, Title 5 regulations for state-subsidized facilities, and Title 22 regulations for private facilities — has led to confusion and divisiveness in the child care community. It has long been a goal of the Governor's Advisory Committee to establish one set of standards for all children in the state. There are currently two major stumbling blocks. First, FIDCR regulations are now in the process of being revised, and until these changes are completed it will be impossible to coordinate other state standards with federal requirements. Second, many private programs and some publicly-subsidized programs — including AB 3059 programs — have been established on the assumption that Title 22 adult-child ratios will be maintained. To move to a more stringent set of standards as a compromise between Title 22 regulations and the FIDCR standards, it will be necessary to consider these expectations. For example, it may be necessary to provide state funds for increased staffing before it is possible to move to a uniform set of regulations.

CONCLUSION

The Governor's Advisory Committee on Child Development Programs has proposed several administrative and substantive solutions to California's current child care licensing crisis. We hope that child care providers, parents and advocates will join us in this major effort to resolve and reform a system which has inadequately served families and providers in our state.

VOUCHER PAYMENT IN CALIFORNIA:

A REVIEW OF THE PUBLIC POLICY ISSUES RAISED BY THE USE OF VOUCHERS AS A CHILD CARE PAYMENT SYSTEM

POLICY CONCLUSIONS ON THE USE OF VOUCHERS AS A CHILD CARE PAYMENT SYSTEM BASED ON A PUBLIC HEARING HELD IN SACRAMENTO ON JUNE 21, 1977

Governor's Advisory Committee on Child Development Programs
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INTRODUCTION

At the request of the Governor's Office, the Governor's Advisory Committee on Child Development Programs held a public hearing on June 21, 1977, in Sacramento, to discuss voucher/vendor payment systems as a way of delivering subsidized child care assistance to eligible children and their families.

The hearing resulted from controversy at both state and local levels about the design of the delivery system for subsidized child care. The Santa Clara pilot Study and the Alternative Child Care Programs funded under AB 3059/76 have both focussed the attention of policy makers on the differences, inequities and costs among various child care delivery systems.

Governor Edmund G. Brown Jr., has expressed concern for cost-effective expansion of child care resources to serve more children and strengthen parental choice, which has led to the examination of voucher/vendor systems of payment as a possible vehicle for expansion of services. Various legislators have recently looked at voucher type delivery systems as a policy issue in order to achieve specified values in the child care system (for example, parent choice or utilization of the private sector), or as a device for faster expansion of subsidized child care.

This report contains a summary of the June 21, 1977, public hearing, which provides information as to the opinions of parents and providers about the delivery system options in child care. The Governor's Advisory Committee has arrived at some policy conclusions about delivery system payment types, which provide a set of assumptions and guidelines upon which the state of California can provide expanded child care resources.

Invitations to the public hearing on voucher/vendor payment systems were sent to all state agencies involved in children's services delivery, to existing voucher/vendor child care delivery systems, and to the Governor's Advisory Committee mailing list of individuals and organizations interested in children's services issues. A copy of the list of questions to which witnesses were requested to respond, as well as a list of the witnesses who appeared or submitted testimony, are found in the Appendix section of this report. Twenty-seven persons and groups testified at the hearing on June 21. Ten persons testified at a pre-hearing held in Eureka, Humboldt County, on June 9. Twelve persons and one summary group representing six providers submitted written testimony for inclusion in the summary of the hearing.

The hearing information has been organized into five subject areas: 1) Consumer Choice/Parental Control; 2) Program Components; 3) Need and Place of Vouchers in the Current Subsidized Child Care System; 4) Money; and 5) Regulatory Issues. Under each subject area, the opening paragraphs contain the policy recommendations of the Governor's Advisory Committee on Child Development Program. These policy recommendations are the judgments of the Committee and may not be construed as the concensus of the public hearing. Below these recommendations under each subject heading is a summary of the comments delivered at the public hearing and through the written testimony.

SUMMARY OF POLICY RECCOMMENDATIONS

1. The Governor's Advisory Committee on Child Development Programs believes that maximizing parental control and parental choice should be a primary policy factor in designing delivery systems for child care.

2. The Governor's Advisory Committee believes that voucher systems require community education to allow parents to select among child care options.

3. The Committee believes that resource and referral mechanisms must be available where vouchers are being utilized.

4. The Committee believes that voucher payments have a place among a complex of funding patterns utilized for subsidizing child care, as these funds are expended. The Committee does not endorse vouchers as the only type of delivery mechanism.

5. The Committee believes that in order for voucher systems to succeed, and expend, there must be funding and resources sufficient to develop adequate programs, including adequate program components to meet family and child needs and resources for program development where necessary.

6. The Committee believes that voucher payment systems are not appropriate monitors or enforcers of minimum wage laws, but that projects should be operated at a funding level sufficient to establish adequate programs and sufficient for program adherence to applicable law and prevailing community wage standard.

7. The Committee believes that licensing and regulatory standards should be the same across all program types, enforced equally among types of care, however funded and of whatever program description.

CHILD CARE VOUCHERS IN CALIFORNIA: DEFINITIONS

The idea of using vouchers or other payments to families to provide public goods and services has existed for many years. Most advocates like to call upon the ghosts of Tom Paine and Adam Smith in claiming the longevity of the voucher notion, but a more appropriate beginning for current interest in vouchers came with Milton Friedman's *Capitalism and Freedom*, published in 1962. There Friedman proposed vouchers for schools, the area in which the general issue of vouchers has been most hotly debated. But vouchers have been proposed and actually implemented in a variety of other areas: the food stamp program is a voucher scheme; there have been experiments with vouchers for housing; and the federal subsidy of 20% of child care costs through the income tax system is essentially a voucher for child care.

Voucher and vendor systems have a substantial place in California's provision of subsidized child care, in addition to the approximately $100 million annual expenditure of state and federal funds for child care in programs directly administered on contract with the State Department of Education. Below find some definitions of the types of programs we will discuss in the report, followed by descriptions of the various types of voucher or vendor child care payment systems currently in operation in California.

1. DEFINITIONS

A. Voucher: A payment or coupon which may be redeemed for child care services. The characterization of a voucher is: individual use of the voucher in a setting selected by the parent; restricted use of the voucher for child care only; the lack of a prearranged contract between the agency and the provider; and the unlimited number of providers who, by complying with the payment agency's regulations, are eligible to redeem vouchers in exchange for proof of services provided.

B. Vendor Payment: A payment, or contract, to a provider for a defined amount of care provided at or below a defined unit cost. Contract allocations or appropriations are transferred after the provider has fulfilled specified contract agreements. Individual program expenditures are categorically approved, but are not subject to item-by-item control. The commitment is to creating specific number of service slots.

C. Voucher/Vendor Payment Systems: The range of funding systems possible is a broad continuum from a classic voucher coupon to a rigid vending contract. All payment systems consist of regulations concerning client eligibility, provider eligibility, subsidy schedule, parent fees, and the rate of reimbursement. The extent of control over a program's individual budget, the extent of parent control over program selection, and the identity of the payee in the reimbursement system will determine whether the program is classed as a voucher or vendor payment program. In this report, all systems which do not constitute direct program subsidy are referred to as "voucher/vendor" payment systems.

D. Program Subsidy: Payment to an agency for making a specific type of service available. Payment is determined in relation to the actual operating costs of the program, although that full cost may not be completely subsidized. The contract is with the agency, and the contractor is traditionally involved with such things as management capability, financial capability, and performance reviews. The contractor usually performs both program and financial audits.

2. VOUCHER/VENDOR SYSTEMS IN CALIFORNIA

A. Income Tax Credit: Parents who purchase child care may receive a tax credit of 20% of the expenses spent on dependent care while they work. Eligibility for such credit has an upper limit. In 1975, approximately $30 million in deductions were taken through the income tax system; this figure has no doubt risen sharply as the deduction was changed to a credit.

B. Alternative Child Care Program, AB 3059/76: In 1976, the Governor proposed and the legislature implemented an alternative child care program with goals of testing potential cost-reducing child care alternatives, providing a broad range of choices for parents needing publicly subsidized child care services, addressing unmet child care needs in communities throughout the state, and identifying workable alternative child care practices which might be replicated in other areas. The program was initially funded at the level of $10 million, and has been augmented to a level of approximately $17 million in the 1977/78 funding year.

$3 million of the original $10 million funding was specified for voucher/vendor payment expenditure, and 2,769 children served through this portion of the program. Nineteen agencies were funded during the 1976/77 program year, and this number has been increased to twenty-one agencies for the 1977/78 program year. People wishing further information about this program may request copies of *The Alternative Child Care Program, 1976-77*, from the Governor's Advisory Committee on Child Development Programs, 915 Capitol Mall, Room 260, Sacramento, CA 95814; and copies of *Alternative Child Care Programs, 1976-77, a Report to the Legislature*, from the State Department of Education, Office of Child Development, 721 Capitol Mall, Sacramento, CA 95814.

C. Standard Agreement Contracts: The State Department of Education maintains forty-two contracts with county departments of welfare (1975-76 figures) to provide child care services to welfare recipients. Under the terms of these contracts, the county welfare departments may provide direct services, issue vouchers to eligible parents or make vendor payments to care providers. The majority of the contracts are expended as vouchers to purchase care from family day care homes. In some counties the money is used to provide respite care and other emergency child care services. In 1975-76 an estimated total of 5,072 children received care under these contracts.

D. Pilot Study: In 1973, the Legislature authorized a pilot study to develop and test a coordinated child care delivery system in one county. This study was begun in 1975 in Santa Clara County and was to be completed by June 30, 1977. In 1975-76, the experimental child care delivery system provided child care for 1,200 families, through various voucher/vendor arrangements. The pilot study is supported entirely from a state appropriation. A complete report on the pilot study will be issued early in 1978. The voucher/vendor payments have been continued to those families eligible for subsidy under state regulations for subsidized care for the 1977/78 program year, although the data gathering portions of the research project are complete.

E. Income Disregard: Recipients of Aid to Families with Dependent Children (AFDC) report all earned income received in the month. From this income, the recipient may deduct all expenses attributable to earning the income, including child care costs. Only the income left after work-related expenses are deducted is subtracted from the AFDC grant. The amount of work-related expenses deducted for child care expenses must be verified by the county. 33,406 families involving 57,368 children received care subsidized through this system (1976 figures). The vast majority of the children (39,368) receive care in family day care settings. Federal law and regulations are silent as to the quality of care delivered through this system, and although California licensing requirements apply for this form of care, those requirements are not always monitored by welfare departments.

F. WIN child care: AFDC recipients enrolled in the Work Incentive Program (WIN) who receive job training, employment counselling and job placement efforts are also eligible to receive reimbursement for their child care expenses. Under these provisions, 4,524 children receive child care funding (December 1976 figure).

CONSUMER CHOICE/PARENTAL CONTROL

The appeal of vouchers as a delivery system is clearest in the belief that such a payment system will strengthen parent control, rather than control by providers and government agencies, and will ensure availability of a wide variety of child care types. The current system of care is not a well-established monolithic structure, but a private and public mixture, minimally regulated and often chaotic. Thus the issue is not whether vouchers should be used to replace the present system of governmental support, but whether vouchers would be an appropriate alternative to program subsidy in the expansion of government subsidies for child care.

The Governor's Advisory Committee on Child Development Programs believes that maximizing parental control and parental choice should be a primary policy factor in designing delivery systems for child care. **The diversity and flexibility of the present system should be maintained and strengthened and the ability of parents, economically, emotionally and in terms of the information they have, to choose an option for care that meets their perceived needs must be jealously guarded and planned for within the delivery system.**

The Governor's Advisory Committee believes that voucher systems require community education **as to: care types available in the community, how to select among types, the value of family/care site harmony, the program elements and the range of descriptive features in quality care of all types. Only when such community education occurs will parents be able to select among options.**

CONSUMER CHOICE/PARENTAL CONTROL:
Summary of the Public Hearing

Voucher/vendor systems utilize the diversity, initiative and creativity of the private sector and help maintain the wide variety of kinds of care which ensures a family support system responsive to the diversity of families in our society. Vouchers expand parental options for the kind of care which serves their child and family needs and gives parents a greater responsibility for their children's growth and education. Voucher/vendor systems allow flexibility so that child care arrangements can change as the child and family needs grow and change. One witness summarized the testimony of most: "Child care…is never appropriately delivered to all people or all communities by only one method."

Voucher/vendor systems strengthen local operators in the private market, providing a broader funding base for the programs. This is particularly vital in moderate to low income areas, where the ability of child care providers to survive is frequently in question, because the local community cannot afford the full cost of good care. In rural areas and other places where families may be geographically isolated, voucher/vendor programs provide a way to initiate and/or fund small centers or homes to serve needs that are difficult to meet with directly administered center programs.

Racial and class segregation is now severe in child care. As long as housing is segregated and parents want their children cared for near their homes, then some segregation is unavoidable. However, in center care and in existing child care homes, voucher usage allows lower income parents the option of selecting those care sites currently serving parents able to pay full cost, and thus to reduce segregation. Many witnesses mentioned the integration of children, economically, socially and inter-culturally, as a critical social and educational need, in both majority and minority groups. This integration should be an independent goal of any child care delivery system.

Many witnesses expressed the belief that voucher/vendor programs would lead to expansion of resources available in the private market, *on the condition* that licensing difficulties are resolved and start-up funds are available for new centers and homes. One witness who had had long experience with a voucher program, indicated that the use of vouchers did lead to expansion of resources in the local community. This expansion came in a rural area where the subsidy initiated a variety of homes and small centers under private auspices in areas where private resources were scanty and economic conditions marginal.

PROGRAM COMPONENTS

The Governor's Advisory Committee believes that voucher systems require community education in order to provide parents with the ability to select among options. Further, the focus of Committee recommendations is on the values of parental choice and utilization of the existing mixture of resources. In order to create a delivery system which supports these values, ***the Committee believes that resource and referral mechanisms must be available where vouchers are being utilized.*** **Resource and referral agencies are essential to every community to strengthen, coordinate and effectively utilize child care services. These agencies, where they exist, must have adequate resources to serve voucher client systems, and the State should continue to build upon the network of local resource and referral agencies.**

Where separate resource and referral agencies do not exist, the voucher program should have within its own administrative structure resources to provide resource and referral services. This should not preclude the creation of joint voucher/resource and referral agency complexes, where the resource and referral component serves the entire community.

PROGRAM COMPONENTS:
Summary of the Public Hearing

The clearest agreement in the hearing was that resource and referral functions must be availble in conjunction with voucher programs, either as a program component or as a separate program. This issue is discussed below. In addition, however, many witnesses spoke to the program components which must be available in the voucher/vendor program alone. Several witnesses spoke to the critical needs for support services in low income areas, both to families where stress is often present and adult time in the home at a minimum; and to providers whose economic resources are not great. The program components most often mentioned were:

- capital outlay and start-up costs
- ongoing program development, including facilitation of new programs and licenses, training and technical assistance (where these are not provided by a resource and referral agency in the immediate community)
- family outreach and support
- parent education
- facilitation of health screening, including provision of access to mental health and social service resources
- facilitation of supportive relations between parents and providers, and liaison among providers
- food and nutrition services, including nutrition education to parents and providers
- support to bilingual program components
- specialized services for abused and neglected children, handicapped children,

There was broad agreement on the role of the resource and referral function with respect to voucher programs, which one witness summarized as: "Good vendor/voucher systems need resource and referral agencies but resource and referral doesn't necessarily need a voucher/vendor component."

There was no clear agreement as to whether resource and referral should be structurally tied to a voucher program or housed in the same agency. However, most witnesses agreed that if housed in the same agency, the management of the referral component should be kept separate from the voucher/vendor payment component. A substantial number of witnesses felt there were potential serious conflicts of interest inherent in joining the flow of information to parents about child care with the flow of funds to providers, especially in low income areas where subsidy is a major element in provider survival. The heart of this argument is that providers should be most sensitive to the needs of parents and children, not the requirements of funding agencies. And the separation of function between payment agency and referral component prevents preferential treatment of centers and homes by the payment agency or the outright assignment of child hours to the centers and homes the agency finds it convenient to work with.

The advantages and products of resource and referral components or agencies include:

- consolidation of information on child care spaces and prices, including referral and possibly follow-up for parents

- centralized needs information on parents awaiting care
- focal point for children's services in the community
- enhancement of parent choice through information and education on maximum available alternatives
- technical support for providers, including coordination among providers, program development, funding information, licensing information, training for providers, and information on social services to parents and providers
- improved client/service match and fewer service vacancies

Further possible functions include centralized buying, newsletters for providers or consumers, group insurance and client eligibility certifications. Some providers expressed at the hearing the need for clearer function descriptions for resource and referral agencies and their relationship to voucher/vendor programs, where that relationship exists.

There was virtually complete agreement that licensing is not compatible with resource and referral functions. Most witnesses who commented on this issue felt there was a serious conflict of interest between the role of provider of support and technical assistance to child care agencies, and the role of monitor of health and safety compliance. If health and safety requirements are to be maintained, this functions should be kept separate and enforced strictly.

A strong group of witnesses felt that neither voucher/vendor programs nor resource and referral agencies have a role in program evaluation of any kind, believing that program evaluation should be a parent/consumer function. "Parents, armed with information and purchasing power, will be far more effective enforcers of community standards than State agents." The role of resource and referral agencies, in this view, would appropriately be parent education for wiser choices.

NEED AND THE PLACE OF VOUCHERS IN THE CURRENT SUBSIDIZED CHILD CARE SYSTEM

The need for expanded child care in virtually every geographic area, every economic level, of every program type, is clearly established. California, in a time of budget constraint, has continued to build and expand a system of child care and family support services, and will as a matter of policy, we believe continue to be responsive to child and family needs. *The Governor's Advisory Committee believes that voucher payments have a place among a number of funding patterns utilized for subsidizing child care, as these funds are expanded.* The Committee does not endorse vouchers as the only type of delivery mechanism, nor the dismantling of existing child care programs subsidized with direct payment mechanisms.

NEED AND THE PLACE OF VOUCHERS IN THE CURRENT SUBSIDIZED CHILD CARE SYSTEM:

Summary of the Public Hearing

Every witness without exception spoke to the overwhelming need for more child care. There is simply not enough subsidized child care in California to meet the need.

Virtually every person who testified agreed as well that voucher/vendor systems as a delivery type should be expanded. No one suggested that it was a poor idea for a payment system. Everyone stressed that voucher/vendor systems play a vital role in creating and sustaining a diverse mix of child care resources at the local level.

There was substantial agreement that voucher/vendor systems should not replace direct subsidy. The subsidized child care program was felt to need the same diversity found in the private market, and that to do so requires both directly administered programs and voucher/vendor systems. Broad choices for subsidized families are needed, and it would be impossible to reproduce the services available in existing child care centers through a voucher/vendor system. Some witnesses felt that some types of subsidized care requiring particularly high start-up and operational costs, such as infant centers and centers serving handicapped children, will continue to need special supports and special funding patterns which would be difficult to structure through voucher/vendor mechanisms. Other witnesses felt that voucher/vendor systems provide the flexibility to use special family day care homes or in-home care for special populations and special needs, and that this aspect of voucher/vendor systems are a strength within the program.

Several witnesses underlined the need to be concerned with the quality of care, not just the cost effectiveness of the care provided under voucher/vendor systems. No one suggested that voucher/vendor systems were preferable because they were cheaper. Indeed, adequate funding per child was seen as a critical element of full choice for parents. One witness summarized the hearing by saying that, "It is crucial to remember that, unless the unit cost is set high enough, we put subsidized parents in the position of being unable to compete in the community for quality child care with parents who can afford space in choice settings. We are . . . relegating subsidized families to inferior care that no one else wants." The hearing frequently was told that even with voucher/vendor payments available, slots are sometimes not available in some areas of the community. In summary, there must be more care available, and voucher/vendor systems must be funded at a level allowing low and moderate income families full access to care that meets their need, from among the choices available in the community. Changes in the delivery system, or a focus on voucher/vendor programs as a part of the delivery system, must be done as expansion occurs, not in the context of replacing currently needed child care settings and programs.

Eligibility guidelines for state sponsored subsidized child care currently restrict enrollment to families with incomes at or below 84% of the state's median income, and once enrolled such families may continue in the program until their income reaches 115% of the state's median income. In addition, enrollment is restricted to families where the adults are working, in training or seeking work, with special eligibility allowances for families where child abuse and neglect is occurring or special needs of the child indicate child care is needed. Once eligibility is established, enrollment priorities are to accept children with special needs first, and to serve the lowest income families first. In practice waiting lists are long, many areas of the state have very limited child care in the subsidized area, and only a fraction of those eligible for care receive it.

This overwhelming need for more child care makes the issue of whether eligibility guidelines are appropriate a difficult one, in this hearing as in all child care discussions. Some witnesses felt there should be no substantial increase in the income range of parents served until the needs of the target groups as currently defined are met. Other testifiers who spoke had special concerns for the 'working poor', who have limited cash income, are not eligible for aid, and are currently last on the list of priorities for subsidized care.

Some witnesses felt that eligibility should be coordinated among all programs, including between subsidized child care and the income disregard program administered through the AFDC program, and between subsidized child care and the tax subsidy available through income tax credits. The goal of such coordination would be utilization of the most appropriate available subsidy by each family, with a smooth transition between programs as family income and other circumstances change.

Some witnesses further felt that eligibility requirements should not be so directly tied to adult employment status. Families and children frequently identify needs for child care based on children's needs, and low income families should be allowed to meet such needs through the use of child care resources. Such needs are frequently met by high income families through purchase of respite or part day care for family-identified child needs.

MONEY

The Committee believes that in order for voucher systems to succeed, and expand, there must be funding and resources sufficient to develop adequate programs, including adequate program components to meet child and family needs and resources for program development where necessary. Funds should be provided to foster new program development in the community where slots are not available in sufficient quantity, diversity or geographically distributed according to need. Programs should be funded adequately to provide hot meals, assurance of health service delivery, and special program components where child and family needs require them. Available resources must be coordinated and utilized where possible, and new resources developed where necessary.

The Committee has strong feelings about the prevailing wage conditions in the field of child care. In no other field are trained and experienced workers so severely exploited as in child care, and it remains a constant goal to continue to upgrade the wages and working conditions of people who care for children. In-home babysitters and family day care providers are in many cases not paid minimum wage, in violation of federal minimum wage laws. However, *the Committee believes that voucher payment systems are not appropriate monitors or enforcers of minimum wage laws, but that programs should be operated at a funding level sufficient to establish adequate programs and should be able to adhere to applicable law and prevailing community wage standards.*

In general, vouchers have been proposed in part on the basis that they harness the presumed efficiency of markets (in contrast to the inefficiency of government) in the provision of publicly provided goods and services. This faith in markets has been extremely controversial, as many feel that markets are generally ineffective and inequitable ways of distributing goods, whether cars, schooling or child care. A forthright approach would be to recognize the problems in the child care 'market', and to devise a voucher system that would address these problems directly. In the case of child care, one weakness of the private market appears to include a lack of information which parents have about available child care places and which providers have about children in need of care. There is a need for special concern as to the costs for starting new child care facilities. In addition, special problems arise when the market is rather limited, as occurs for infant care, care for handicapped children, night-time care and care in rural areas where the population is disbursed. It is necessary when considering funding levels for a voucher system to ensure that the system addresses with financial support the need for information and referral arrangements, start-up costs, and the provision of specialized care for hard to serve populations.

MONEY:
Summary of the Public Hearing

At a minimum, voucher/vendor programs must be funded to equalize the low income family's purchasing power with that of high income families. Several testifiers argued that the state should in fact establish a base operating cost below which the state will not fund child care. This base cost must ensure program compliance with health and safety requirements and ensure program compliance with minimum wage laws and prevailing community wage standards. In addition, some witnesses argued that vendor/voucher programs should be funded sufficiently to ensure equity with child care funded through direct program subsidy. Such direct program subsidies are funded at a level to ensure minimum quality. In order to do likewise, voucher/vendor programs should be funded at a level guaranteeing minimum quality, with additional money to provide the costs of administering the payment system.

Many witnesses argued that voucher/vendor funding mechanisms must include the flexibility to adapt to the variables that influence the cost of care, with rates adjusted to adapt to bilingual needs, service to abused and neglected children, integration of the handicapped, infant care and other special needs. Two testifiers from rural areas made clear that rural program reimbursement rates may need to be adjusted to reflect larger budgets for travel, communications, and parent education.

Cash flow and administrative problems must be addressed if we are to expect full participation from the private market, particularly from the high quality private programs who can fill their vacancies without subsidy. Any vendor/voucher system must be designed so that payments function smoothly and with a concern for adjustment to the administrative capabilities and cash flow needs of small private operators.

Many programs currently funded with direct program subsidies utilize child development tax funds levied locally through school district taxing authority. Several witnesses were concerned that this funding source be preserved and they questioned whether local school districts would be willing to levy child development taxes if a voucher/vendor system replaced current direct program subsidies. And one witness suggested that the funding source represented by local school district taxes should be usable by a wider variety of child care programs, whether vouchers become a more widespread program option or not.

Several witnesses shared a belief that center care would disappear as a much needed option without assurances in a voucher/vendor payment program that higher start-up costs and capital outlay costs incurred in center care could be accommodated.

The underlying concern of many witnesses seemed to be that voucher/vendor programs are not necessarily cost effective, although it is clear that cost-benefit analyses have not been done comparing administrative cost, effects on the local private market costs, and other variables. But a carefully designed system which supports the needs of parents and preserves the present quality of care available to children and families may be no cheaper than a direct subsidy system.

One monetary issue was mentioned sufficiently often and with sufficient passion to deserve special attention. Rates of subsidy have a direct effect on wages of caregivers in child care programs and all who testified felt strongly that wages in the child care field must reflect the social importance of the work of teachers and aides. Therefore, levels of subsidy must be set at a level high enough, and administered sensitively enough, to assist private as well as directly publicly subsidized centers to pay decent wages. Direct programs subsidies currently provide virtually the only decent paying jobs in the child care field. The illusory 'cheapness' of some voucher/vendor programs, which are cheap because they perpetuate those market conditions which force private operators to pay poverty-level wages, exists only at the expense of program employees. Voucher/vendor programs should on a statewide level be devising strategies for bringing comparability between programs able to provide decent wages, whether privately operated using vouchers as a part of a mix, or operated with program subsidy. This issue must be resolved while taking into account the fact that the general public probably cannot afford to pay more than the current going rate, a rate inadequate to pay most child care staff above minimum wage. There may additionally need to be an effort within this strategy to review within the entire community the value placed on caring for children, by parents and private market operators and funding sources.

The issue of the applicability of minimum wage regulations to all forms of child care was also raised as an additionally monetary concern, and part of the larger question of wage rates. Many forms of child care, including in-home care and family day care, exist in structures now where minimum wage is not always paid. It is vital that the field as a whole address the issue of how to comply with the law, how to pay at least minimum wage to all who care for children, without pricing in-home and/or family day care beyond the reach of private consumers.

REGULATORY ISSUES

[illegible]

The Governor's Committee believes that licensing and regulatory [illegible]

The Commission does not in this report address the issue of how to structure state level accountability or the issue of administrative arrangements. However, we believe that the final report and the accumulated data of the Santa Clara Pilot Study should be carefully reviewed in formulating such administrative arrangements and state-level accountability structures. And all the diverse program types in the public and private market should be involved in the development of expansion plans.

REGULATORY ISSUES:
Summary of the Public Hearing

1. LICENSING

There was nearly unanimous agreement that licensing for health and safety standards is a responsibility appropriately placed at the state level. Significant numbers of participants noted that these standards should be enforced as part of a single state system which ensures consistent and uniform application. Such enforcement is important for all modes of financing and types of programs.

The majority of the testifiers felt that "Voucher systems should not rate, evaluate or judge quality in provider programs." A few witnesses felt that, on the contrary, voucher systems or local resource and referral agencies should observe the provider's license and gauge whether the law is being complied with by that provider.

Current placement in child care systems by voucher/vendor programs is being seriously impeded by the functioning of the licensing system, which is slow, tedious, and does not provide the goal of consistent, speedy licensing of homes and centers. Many witnesses claimed that the current delays and inequities in the licensing system were impediments to program development and development of new placement sites by voucher/vendor programs, a goal often mentioned as possible under a voucher/vendor system. Problems in maintaining licensed family day care homes, as placement sites for voucher children, were a particular problem in many areas of the state, because of a lack of licensing supports.

Many agencies testifying felt that the certification of vendor eligibility or voucher eligibility must be kept rigorously separate from compliance licensing; and most who spoke to the issue of licensing felt that a single state level agency must control the regulation system, possibly utilizing district offices. This issue was separated by most witnesses from the other administrative issues surrounding the combining of resource/technical assistance/information brokering with voucher/vendor provision. This second area of discussion might be appropriately labelled as program development and assistance as distinct from health and safety assurance.

2. ACCOUNTABILITY

The Governor's Advisory Committee has discussed at length in its recent report, "The Alternative Child Care Program (AB 3059): As Viewed by the Governor's Advisory Committee on Child Development Program," the difficulties involved for small providers, for private operators, and for all new programs, in the receipt of public funds. The hearing on voucher/vendor methods underscored all the points made in our previous discussion.

The enormous amount of paperwork required within the state system was mentioned by virtually every witness. Independent audit costs, unexpected administrative requirements, caused largely by reporting requirements, make it difficult for private sector child care providers to participate. Further, the additional costs required for these administrative and accountability requirements make it difficult to cost the service for including subsidized children in an ongoing program. For voucher programs at or below the cost of other subsidized care, this leaves even less mony available for service to the child.

The single largest problem area was the accounting system required for reimbursement, based on the cost per child hour in attendance. The reimbursement system does not cover the actual costs of providing the service, and certainly not the cost of making the service available. The current reimbursement system causes severe cash flow problems and the reporting requirements are cumbersome, time consuming and costly. The reimbursement system is in the process of being revised, after passage of legislation mandating a change in September, 1977.

Regulations and paperwork, it was agreed by all participants in the hearing, must be designed to fit with current private market practices. "Vendor systems should purchase care on the provider's terms, as long as health and safety is adhered to and parent options preserved." Payments are normally made in advance of service in the private market and small providers especially must have this cash flow guarantee to operate. Those accountability levels which are adequate to assure parents and which the private market operates within should be acceptable for expenditure of a state dollar. If the many advantages of voucher/vendor payment systems as one form of financing are to be available, the direct subsidies must not come with requirement beyond those the private operator can comply with and still provide a parent-responsive, reasonably priced service for non-subsidy parents.

3. ADMINISTRATIVE ARRANGEMENTS

Virtually all witnesses spoke with clarity to supporting the current diversity of types of programs providing child care. In addition to the broad distinctions of center care and home care, such options as in-home sitters, Montessori schools, religious centers, parent participation nursery schools, proprietary centers, tax exempt private centers were all discussed as valuable choices for the specific and variable needs of parents and children. Perhaps the only uniform opinion was that this diversity was enormously valuable, and that any planning for system changes should involve representatives from all types of care, and from all levels of the child care world: parents, providers of all sorts, governmental and non-governmental agencies related to service provision.

The issue of the design of state-wide administrative mechanisms is a large issue that should be addressed through other forums at greater length. However, witnesses commented frequently, and with no concensus, to the question of whether child care services should continue to be administered from a state agency directly to various local agencies, or whether regional administrative agencies should be created to subcontract for service delivery. One group of providers felt that the state level administration of child care is the best way to ensure continuation of local diversity in program types. These providers felt that selecting one agency at the local level to administer funds would risk control of program type at the local level. There were further fears that such a local administration agency would become a service competitor, thus destroying the promise of continued diverse program existence.

Several other witnesses felt that centralizing control for child care administration at the local level would increase coordination, ensure that administration occurred in forms consistent with knowledge of the local area; would entail less travel expense than the current system; and would improve provider and parent access to the administrative system. The possible disadvantages of a lack of uniform set of policies and procedures was cited as a problem now with a state-level system: both in child care administration at the State Department of Education and licensing administration at the Department of Health. It was felt by some that local administrative agencies could do no worse at uniform child care provision.

Testifiers, 6/9/77, Pre-Hearing, Eureka

Michele Dreyer
North Coast Women's Center

Lynn Glen
Eureka Infant-Toddler Center

Robert Bartley
Windsor Children's Center

Dixie Krieg
Parent

Marylee Jay
Parent and Teacher

Tom King
Humboldt State Children's Care Supervisor

Vince Vantola
North Coast Child Care Center

Michele Magri
Humboldt Child Care Council Resource Center

Virginia Hall
Humboldt Child Care Council Alternative Payment System

Julie Booth
Humboldt State Children's Center

Written Testimony

San Mateo 4-C

Lee Daher Child Development Centers
Fresno Unified School District

Allene Reynolds
Our Schools AR
Pasadena

Maurine Kornfeld
Thalians Community Health Center
Los Angeles

Marilee Parker
Sacramento

Mary Bodo
Pacific Primary
San Francisco

Alice Jordan
Berkeley Montessori School

Coordinating Council for Children's Services
Berkeley

A. L. Braswell
Bridges Inc.

Learning Unlimited
Culver City

Carol Somsak
United So. Alameda Co. Child Care Association
Fremont

Testifiers, 6/21/77

Linda Lewis
Pasadena Child Care Information Service

Judy Rocks/Jane Bonham
Santa Cruz Parents Association

Sara Cory
Department of Benefit Payments

Ken Jaffe
Contra Costa Children's Council

Ed Warren/Nancy Aitken
PNSACAPS

Arlyce Currie
Bananas

David Ramirez
Pilot Study, Santa Clara County

Maria Smith
Valley School, Livermore

Julie Peters
Riverside Superintendent of Schools Office

Renee Stanton, Doris McClain, Marge Morris
San Fernando Consortium

Virginia Hall/Michele Magri
Humboldt County Child Care Council

Barbara Blicker
Child Action, Sacramento

Steve Parks
Rural Communities Child Care,
Mendocino and Lake Counties

Ruth Fries/Miriam Miller
Alameda County

Sandra Mosley/Wilbert Howard
Community Care and Development Center

Toni Novak-Sutley
Sonoma County 4-C

Connie Mann
San Diego Child Care Information Service

Hope Garcia
Women in Action, Salinas

Alice Duff/Karen Hill Scott
Child Care Referral Service Los Angeles

Sandra Bowlby
Gardena

Laurie Rozet
Santa Monica

B. J. Jordan
Community Child Care Program
Sacramento

Rhina Gonzalez
Daly City Community for Children's Services

Sadie Steen
S & A Child Developement Center
Los Angeles

Mrs. Stein
Equipoise Los Angeles

Pat Russell
Los Angeles Councilwoman

GOVERNOR'S ADVISORY COMMITTEE ON CHILD DEVELOPMENT PROGRAMS

721 Capitol Mall
Sacramento, CA 95814

DATE: June 2, 1977
TO: Persons Interested in Child Development Programs
FROM: Governor's Advisory Committee on Child Development Programs
SUBJECT: Public Hearing

The Governor's Advisory Committee will host on Tuesday, June 21, a public hearing and discussion of voucher/vendor payment systems as an alternative form of delivering subsidized child care assistance to eligible children and their families.

Time: 9:30 - 5:00 p.m.
Place: Governor's Council Room, State Capitol, Sacramento

The following questions will be discussed:

A. Is it appropriate for all California subsidized child care to be paid through alternate payment systems (vouchers, vendors, or a combination)?
   — will this expand parental choice of child care delivery types?
   — will this encourage the development of expanded private sources of child care?

B. What support services beyond payment of service costs should be a part of an alternative payment delivery agency? (examples: recruiting capacity, health screening services, program development, evaluation of care sites)

C. Does resources and referral provision have a necessary role in the delivery of a voucher/vendor system? What functions should such a resource and referral agency have? Should the resource and referral function be combined with alternate payment delivery?

D. Under what circumstances (income, other family characteristics) should families be eligible for voucher/vendor payments?

E. How would an alternate payment system affect:
   — staff issues such as pay, training, working conditions?
   — accountability for health and safety standards?
   — accountability for comparability of service (and cost) between subsidized and non-subsidized children?

F. How should the unit cost of vendor/voucher payments be determined?

G. Should child care services be centralized locally within geographical areas? If yes, through what type of agency?

The Committee solicits testimony from parents, child care providers, and other agencies and governmental entities involved in services to children and their families.

Persons wishing to testify should contact:

Governor's Advisory Committee on
Child Development Programs
c/o Office of Child Development
State Department of Education
721 Capitol Mall
Sacramento, California 95814
Attn: LaVon Wecker

Please include your name, address, agency, and phone number. Written testimony from those unable to attend will be gratefully received and included in the summary of the proceedings.

The Governor's Advisory Committee on Child Development Programs will hold its regular June meeting on Wednesday, June 22, in the Governor's Council Room, State Capitol, 9:00 a.m. to 4:30 p.m. The meeting will be open to all interested observers.

Further information on this hearing will follow prior to the meeting, but all individuals wishing to testify on this issue are urged to notify the Committee. All individuals interested in hearing discussion of this issue are urged to save the date and attend the meeting.

Members of the Governor's Advisory Committee on Child Development Programs:

Vivian Weinstein, Chairperson, Los Angeles
Earl Peterson, Vice-Chairperson, Santa Ana
Linda Almdale, Treasurer, Eureka
Lorraine Boyce, Escondido
George Brown, Sacramento
Lois Carson, Riverside
Juanita Castro, Long Beach
Sai-Ling Chan-Sew, San Francisco
Norton Grubb, Berkeley
Jacqueline Harker, Encino
Ken Jaffe, Concord
Violet Jonsson, Hacienda Heights
Leon Kelley, San Diego
Ana Maria Rojas, Berkeley
June Sale, Pasadena
Lorenzo Schmidt, Irvine
Patricia Siegel, San Francisco
Michael Small, Sacramento
Audrey Smith, Sacramento
Frances Walker, Sacramento
Laurel Wihnyk, Sacramento

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Graphics:
Brian Duffy, Pencraft Design Studios

GAC
Governor's Advisory Committee
On Child Development Programs
Resource & Referral

THE ALTERNATIVE CHILD CARE PROGRAM (AB 3059) 1976-77

As Viewed by the Governor's Advisory Committee on Child Development Programs

MANDATE TO GOVERNOR'S ADVISORY COMMITTEE

The functions of the Governor's Advisory Committee on Child Development Programs outlined below were added to the Education Code by AB 3059/76.

Chapter 7. Governor's Advisory Committee

16696 The advisory committee established pursuant to Section 16735 shall also perform the following functions with regard to this division:

(a) Review the development of all child care programs, and gather public input as to the appropriateness and effectiveness of program implementation;

(b) Serve in an advisory capacity to the Superintendent of Public Instruction and the Governor for program policy decisions;

(c) Review the needs data gathered and suggest priority areas for future service expansion;

(d) Assist the Department of Education in developing and reviewing alternative child care delivery systems; and

(e) Make recommendations to the Governor, the Department of Education, and other agencies with regard to program development and expansion.

July 1977

Governor's Advisory Committee
On Child Development Programs

Hon. Edmund G. Brown, Jr.
Governor of the State of California

Hon. Wilson C. Riles
Superintendent of Public Instruction

Dear Governor Brown and Superintendent Riles:

The Governor's Advisory Committee on Child Development Programs has authorized me to submit to you our report on the first year in California's Alternative Child Care Program (AB 3059/76). We are pleased to have been given a role in this important new venture in child development.

The mandate we received from the Legislature in AB 3059/76 we have fulfilled by developing an open interview format useful in assessing progress toward the stated goals of the program, creating a survey questionnaire based on that format, and making on-site visits to interview more than one-third of the grantees. The findings we secured through this process form the basis for our report.

Our participation in AB 3059 strengthens our perception that the State of California approaches child development from a posture of response to crisis and pressure, rather than from one of commitment to a public policy which has been created through prescribed political channels. In support of children who need child development programs and in our own best hopes for the future of the new generation in our midst, we request that you devote due consideration to the information and recommendations you will find herein.

In keeping with the Legislature's intent in AB 3059, then, the Governor's Advisory Committee on Child Development Programs hereby presents our review of the program and our recommendations for program policy decisions.

Sincerely,

Vivian Weinstein

Vivian Weinstein
Chairperson

SUMMARY

POSITIVE PROGRAM RESULTS. The participation of community-based organizations made possible the provision of child care in areas where no services had been available previously. Community control over the program design promotes greater program adaptability to families' needs and increases the public awareness of child care needs in general throughout the community. The necessity to seek voluntary resources led to the building of many bridges between local officials, community professionals and the providers.

NEGATIVE PROGRAM RESULTS. The accounting and reporting requirements imposed on AB 3059 grantees were inappropriate for an innovative program, particularly one which encouraged the participation of small, nonprofit, community-based organizations. Program emphasis and even program design were frequently affected by these requirements, as well as by an inflexibly administered system of reimbursement. Small programs — especially small new programs — could not absorb the heavy, unanticipated administrative costs.

GENERAL ADMINISTRATIVE PROBLEMS. Rigid State fiscal policies frequently obstructed success in this experiment; new programs desperately needed start-up time and money, but their needs were not accommodated. The cost-competitive feature of AB 3059 promoted exploitation of child care professionals and prevented realistic budget planning and negotiations. Another problem stemming from unexamined application of State regulations was the return to the General Fund of nearly $1,000,000 unexpended during the first year of AB 3059; while this makes sense from the State's fiscal management point of view, the providers lost funding to which they were entitled, because the demonstration project was not funded from the beginning for the full statutory period of three years. Capital outlay is another example of conflicting policies; because the legal intricacies had not been worked out in advance, capital outlay payments were not made until May, 1977. Finally, the State Department of Health showed no interest in mobilizing local resources for health screening and other medical services.

OCD'S ADMINISTRATIVE PERFORMANCE. Poor communications from and with OCD caused confusion, frustration, and hundreds of extra hours of administrative work among the AB 3059 grantees. Incomplete and changing administrative directives and guidelines exacerbated the problem. Program providers met with only partial success in their efforts to participate in OCD's program design and development processes, as well as to secure timely information on allocation of new resources. And many providers felt they received inadequate technical assistance from inadequately trained OCD consultants.

PURPOSE OF THE REPORT

As outlined in Education Code, Section 16696, cited in this Report, the Governor's Advisory Committee (GAC) on Child Development Programs was assigned by the Legislature to complete several tasks in relation to child development programs, and specifically to monitor the implementation of AB 3059:

1. gather public input;
2. advise the Superintendent of Public Instruction and the Governor regarding program policy decisions;
3. review needs data and suggest priorities for program expansion;
4. assist the State Department of Education in reviewing the delivery systems; and
5. make recommendations regarding program development and expansion.

Hence, the GAC, at its October, 1976, meeting, appointed an AB 3059 Subcommittee to provide leadership in fulfilling the above. As the legislation also provided for the State Department of Education, Office of Child Development (OCD) to contract with an independent evaluator to assess and compare data obtained from reports, compare 3059 program models, and compare 3059 program models with other program models funded by OCD, the GAC agreed that its contribution should be to collect subjective information first-hand from the program operators themselves regarding their experiences throughout the first year. In this way, the GAC hopes to provide a "reality check" on the analysis which is obtained from program reports and lend a human persepective to the development of policies for administering child care in California. In addition, program interviews provide information about how the system works, as opposed to evaluation data on the community impact of programs.

As of April 24, 1977, forty-seven (47) programs were visited. A questionnaire (see Appendix) was filled out for each visit. This represents more than one-third of the programs funded with AB 3059 money. Everyone who participated in the on-site review found it simultaneously an exhilarating and a depressing experience. Just so, we have tried to provide a similar balance in our Report.

The report presents an overview of strengths and problems of the entire program, including a review of State administrative problems and OCD's administrative performance. Each program type detailed in the statute is then reviewed. The concluding section presents the short- and long-range policy implications of this review.

Summary of Alternative Child Care Programs
(AB 3059 1976-77) Funded and Visited by
Governor's Advisory Committee

	Allocations		Number of Programs	
Program Type	Initial	As of March, 1977	Funded[1]	Visited
Center-Based Care	$2,858,499	$2,900,000	61	23
Family Day Care Homes	2,310,044	2,470,000	32	11
Resources and Referral	752,198	1,160,000	29	8
Alternative Payments	2,185,454	2,595,000	19	5
Capital Outlay	500,000	500,000	62	0[3]
TOTAL	$8,606,195	$9,625,000	203[2]	47

[1] Includes reallocation

[2] May include some duplication of agencies

[3] GAC information-gathering visits to AB 3059 grantees occurred prior to allocation of capital outlay funds

INTRODUCTION

Significant successes can be found in the AB 3059, or Alternative Child Care, Program and certainly the Governor's Advisory Committee (GAC) on Child Development Programs has noted them — in this Report, and elsewhere. But the failures, or weaknesses, are of equal value for what they tell us about the prospects for being able to design an adequate program to meet a need which is generally misunderstood and only partially defined. In other words, the problems in the AB 3059 program are the problems in child care under any auspice until the public purpose in providing child care at all has been clarified.

This Report is critical of the Office of Child Development's (OCD) administrative performance in AB 3059, and includes recommendations for improving the State's administrative support of the program. OCD has demonstrated an early receptivity to the GAC's recommendations — even in draft form — by already beginning to reduce the accounting and reporting requirements. This commendable display of cooperation harbingers a more orderly and responsive program of technical assistance to the grantees during the second year.

OCD "takes the heat" for the unanswered questions and unresolved problems in AB 3059. In a sense, however, OCD is merely performing a bureaucratic responsibility created for it by the Governor and the State Legislature — and does so under the severe limitations caused by the Legislature's allowing only 2½% for administration.

Few tasks in our public life are more rigorously demanding than the statement of policy and the setting of commonly-held priorities. These are decisions the body politic must make. The Office of Child Development cannot reasonably be held ultimately responsible if the needs of children in California go unmet. Nor can the Governor, nor the State Legislature. The distractions which prevent the needs of children from receiving the attention, study, and soul-searching of the people of this State are what stand between existing resources and the appropriate use of them. And the responsibility to remove or otherwise overcome those distractions rests with us all.

What follows is the story of the first year in California's Alternative Child Care Program — its strengths and weaknesses — as perceived by the Governor's Advisory Committee on Child Development Programs. May the issues raised herein be laid to rest only when all California children have been enfranchised to receive the best our adult population has to offer in conquering malnutrition, ignorance, discrimination, and ennui.

GAC
Governor's
Advisory
Committee
On Child Development Programs

AB 3059: AN OVERVIEW

Positive Program Results.

Through AB 3059, not only has the feasibility of alternatives to traditional child care programs been demonstrated, but many communities have been able to provide child care of any description for the first time. Many of these new programs were operated by groups who were new organizations altogether and had never participated before in State-funded endeavors. These included locally based ethnic groups, as well as organizations in rural areas where no previously existing child care programs had been available.

The program mobilized the best energies of administrators, child care workers, and other community people with a concern for the care of children in their communities. As a result, the new programs are close to the people, and the services are designed specifically for the families served, reducing to a minimum the atmosphere of a bureaucracy (except, of course, where reporting requirements are mandated by the State Department of Education, Office of Child Development (OCD), the Department of Finance, and the Legislature). Many programs have employed local residents and provided job training for former welfare recipients.

The AB 3059 grantees have supplemented their budgets by building bridges in their communities. Many receive CETA funds for staff, WIN funds for aides and trainees, and local health resources to achieve screening and other medical support program components. They have created new ways to utilize the time and talents of parents, and some group care programs are even housed rent-free in community buildings or recreation centers. Through such pooling of resources, many of the new programs are able to meet their service commitments at the hourly rate of reimbursement they negotiated with OCD. In addition, where such fruitful relationships exist, community leaders have been made aware of child care needs and have become supportive of the programs.

Negative Program Results.

Many new community groups, or groups not currently providing children's services, were encouraged to and did in fact apply for AB 3059 funding. Because they were new to State accounting and reporting procedures, however, these groups submitted proposals which, although subsequently funded, were unrealistic. Not enough support or information was supplied during the pre-application period. Therefore, some programs were funded, but then were unable to organize a program for the amount of money they had requested, and dropped out. Others are breaking the minimum wage laws and State regulations governing health and safety conditions in order to continue serving the children and families to whom they are committed. Trained and experienced teachers are being paid $500-600 per month. Rarely, then, do badly needed men teachers stay in the field, and the turnover of the good and talented women who seek higher pay is constant. In no other field are professionals so severely exploited as in child care and, unfortunately, the cost competitive feature of AB 3059 has exacerbated this exploitation.

Most of the new programs were unaware of the amount of paperwork and reporting which would be required of them, nor were they alerted to these requirements during the proposal period. State regulations governing the fiscal policies for child care came very close to destroying many of the new programs. Reimbursement based on hourly records of service eats up inordinate amounts of administrative time. Recordkeeping, confidentiality, and comparability (providing proof that other children served in the same program pay the same fee as AB 3059 children) remain overwhelming problems and affect the functioning of all programs.

Many new programs found they required more start-up time and money than they had planned for or than was allowed. Pressured to begin generating child service hours in order to receive funds, therefore, some of the programs changed their focus and began serving populations of children who were easier to enroll and maintain. In this way, they modified the very reason for which they were chosen to receive AB 3059 monies. There are on-going difficulties in getting insurance and State food program money. The more innovative the program, it seems, the more severe the problems.

Few AB 3059 programs would remain in existence without being able to rely on additional community funding sources such as CETA and WIN. As previously noted, this diversification can be regarded as an important strength. On the other hand, voluntary resources are unstable and require ongoing efforts by the program administrator to maintain. Neither this administrative time nor the services and goods provided by volunteers are allowed in budget reporting. Therefore, cost comparisons to other State-funded programs will be skewed by this lack of relevant data.

The grantees identified a political dichotomy at both the State and local levels over continuing to pour expertise, volunteered resources, overtime hours, and immense amounts of caring into a system which exploits the providers, delivers funds insufficient to pay for basic health and safety requirements, and persists in perpetrating inconsistent administrative policies.

General Administrative Problems.

AB 3059 did little in its first year to soften the dehumanization of participating in a bureaucracy: the administrative requirements have not been appropriate to an innovative program, but instead mere duplicates of regulations and forms designed for already operating programs.

State fiscal management policies affect all State-funded programs. In the AB 3059 program, current policies have been obstructionist, affecting the grantees in the following ways:

1. Frequently, the need for additional funds is generated by the requirement to meet State regulations; yet, additional funds are rarely forthcoming.

A. Serious problems arose among AB 3059 grantees, especially the new program operators, over the availability of money to cover start-up costs. Because no mechanism existed to meet this need until late in the program year, program operators were expected to generate excess child hours, once they finally were open and operating, in order to receive adequate reimbursement to cover at least some portion of their start-up costs. In cases where providers had to resort to taking out personal loans to meet start-up costs, or even to meet payrolls if the scheduled apportionments were late, interest on those loans came out of the providers' own pockets. The GAC considers it highly questionable public policy to expect child care providers to contribute significant amounts of their personal income to an experimental public program.

B. AB 3059 participants are saddled with enormous numbers of forms to fill out; yet, they were not advised of these requirements before making application for funding, nor are they funded at levels to permit hiring additional staff to complete fiscal and attendance reports. Also, they have not received adequate technical assistance in reporting and accounting matters, and, as a result, many program operators have felt harrassed — particularly as the regulations and standards continue to evolve, although no funds are provided to meet new or changed directives.

C. The budget proposals for the AB 3059 applications were already "bare bones" figures, in order to get the cost-per-hour under the $1.14/hour maximum reimbursable rate set in statute. Reducing those figures during the budget negotiations make it impossible for some of the funded agencies to implement programs as they had designed and proposed them in their applications. There can be no results to evaluate if the experiment is not allowed to take place.

D. The cost of an independent audit must be absorbed by the skimpily-funded AB 3059 programs as if it were averaged in with the unit cost. This requirement was communicated to the programs after the budget negotiations had been concluded. In June, 1977, OCD relaxed this requirement for the first fiscal year. Future audit requirements, however, and how to pay for them, remain unclear.

E. If it is the policy of the State of California to provide funds to cover the administrative costs of the programs it supports, then child care programs should not be excepted from that coverage. If it is the policy not to do so, then applicants for State funds should be advised in advance of submitting their applications that their administrative costs will have to be met in some other way.

2. Many child care professionals receive less than the minimum wage and receive *no* fringe benefits. The State must correct this inequity.

3. Through no fault of program operators, a significant amount of money (more than $1,000,000) left unspent from the original $10,000,000 for AB 3059 will be returned to the General Fund, when it should be going for child care. Primarily, start-up periods, when child hours were slow in accumulating, account for these unspent funds. While it may make sense in on-going programs for the State to return unexpended dollars to the General Fund at year's end, this lack of flexibility in State fiscal policies causes hardship in experimental programs for the providers at the local level, and creates enormous pressures to spend money quickly rather than wisely. The policy should be corrected to allow *experimental* programs to be funded in one lump sum for their full statutory period, without losing unspent money at the end of each fiscal year.

4. Complicated reporting and accounting procedures result in program emphasis shifts; to survive and to remain sane, many agencies began to serve children and families who are easiest to keep accounts for, rather than serving children and families who are in the greatest need.

5. Becoming a State-funded entity should automatically establish eligibility for related resources through the State system, such as insurance and food programs. Many AB 3059 programs still have not resolved these problems.

6. Although Capital Outlay was conceptually one of the bright and exciting innovations included in the AB 3059 legislation, the lack of a State mechanism for disbursing these funds to community organizations has left the Capital Outlay experiment somewhat lackluster. For want of a hold harmless clause for local public entities, most of the Capital Outlay funds have remained in Sacramento.

7. Fiscal management at the State level is properly accountable. The sophisticated and systematic procedures required for maintenance of huge bureaucracies, however, are odious and unnecessary when applied to Family Day Care homes and Resource and Referral centers, as well as all the other forms of child care provided by community-based and small private organizations. If it continues to do business with community groups, the State should establish more appropriate relationships and design simpler reporting forms.

Another very serious general administrative problem in the AB 3059 program is the failure of the State Department of Health (DOH) to provide assistance in delivering health services to the programs. Although not required by AB 3059 to do so, it is reasonable to expect that this major State Department, which shares with Education the administrative responsibility for child care programs, would share programmatic concern for the quality of services to children. The Department contributed no creative energy to the solution of problems which emanate from the lack of proper health screening, although they did participate in reviews of administrative decisions about allocations and regulations, as required by the AB 3059 statute. DOH's main activity on the programmatic front has been to request eleven (11) new positions to evaluate child care programs. More monitoring and superfluous evaluations are not what child care in California needs from the State Department of Health.

OCD's Administrative Performance.

Administrators of the Office of Child Development are alone among State Department of Education staff who must increasingly deal with community-based groups, rather than the established public schools. This process began with the State pre-school program, grew with AB 99, and mushroomed with AB 3059. Relating to and serving community-based programs and people require skills, sensitivities, and knowledge which are not necessarily innate to those trained for public school administration. Furthermore, the OCD representative is placed in an awkward position by having incompatible duties: she/he must be a license and compliance monitor and, at the same time, a program consultant. Additional demands are made on consultants to be familiar with local zoning ordinances and enforcement agencies. Rather than helping, OCD field consultants have occasionally given incorrect information to program operators, actually jeopardizing their programs. And, not the least of complaints, many field consultants are considered to look with suspicion on private non-profit and proprietary centers. Such suspicion is not conducive to the exploration of variations in services.

The complexity of serving AB 3059 programs resulted in intense early confusion. The first problem to cause untold stress in new programs was the speed with which AB 3059 money had to be spent, or "gotten out the door." The funding period, indicated on the final funding letters, ran from October 1, 1976 — June 30, 1977. Yet, many of the funding letters were dated on or after October 29, 1976. Incomplete and changing directives and guidelines from OCD, coupled with insufficient time for attendance at meetings and workshops and completion of unexpected paperwork, refocused the providers' energies on administration, rather than on delivering quality care to children and parents.

The legislation itself included administrative guidelines for the selection of programs; this, of course, is impossible. Such policies must be established administratively within OCD, and include not only a selection process, but program criteria, plans for relating AB 3059 programs to existing programs, *minimum* feasible reimbursable rates, preconditions for becoming operational, and mechanisms for avoiding comparability problems.

In addition, the legislation allowed only 2½% of the program cost for administration. Considering the overwhelming need for technical assistance among new child care providers who were also new to State funding, 2½% for administration is not only unrealistic, but naive, if not specious. A staff of six field consultants in OCD was assigned to AB 3059. This means each consultant is responsible for 20 programs. If the reporting requirements could be reduced, if OCD communications could be improved, if every AB 3059 consultant received continual intensive training and spent the other 75% of her/his time in the field, if the assignments were redistributed geographically, it might be possible for one person to consult for 20 established programs, but certainly not for 20 new ones. Obviously, this staff shortage was caused by the inadequate funding the Legislature provided for administration, and the situation cannot be corrected by OCD unless the lawmakers take remedial action.

Program operators need opportunities to provide information regarding program quality and problems and to participate in the decision-making processes which determine resource allocation and program design. Possibly because the State Department of Education is more accustomed to administering programs through the established school system than through less formal community structures, no mechanisms for this level of participation are in place for the community-based programs. Whatever the cause, inadequate communication with and from OCD was the most common complaint among the grantees interviewed.

Also, budget negotiations were unrealistic. The cost competitive factor of AB 3059 resulted in the proposed budgets being already lower than they otherwise might have been; reducing the contract amounts during the budget negotiations phase impeded the ability of new programs to implement their plans. The finally approved funding level was often inconsistent with the budgetary demands of the original program design; yet, there was little or no technical assistance provided in redesigning programs to fit the budgets. Subsequently, more problems accrued to the uninitiated from the administrative requirements imposed upon grantees by the reimbursement system and by required use of the School Accounting Manual.

OCD's having to mount a new program — with no start-up time or money — at the same time the grantees began new operations resulted in an inevitable frequency of changes in regulations and directives. The programs received so many updates on administrative regulations and guidelines that few achieved a level of confidence that they would not be defunded because of *post facto* changes which would result in their expenditures' being disallowed.

Due apparently to the peculiarities of Civil Service, most of the program consultants hired for AB 3059 were new, rather than reassigned experienced staff. Undoubtedly, the new consultants were briefed and trained; nevertheless, their preparation was inadequate in the following areas:

1. problems specific to rural areas;
2. skills and sensitivities required for dealing with community groups;
3. the purpose of involving proprietary centers in AB 3059;
4. filling a role with incompatible duties: monitoring, and providing technical assistance and program consultation;
5. communicating with Family Day Care home providers;
6. what alternative payments are and how they work; and
7. all program and accounting requirements — how they work and when to communicate them.

Capital
Outlay

CAPITAL OUTLAY

A small amount of money, $500,000, was made available through AB 3059 for Capital Outlay, i.e., for the purpose of making improvements to sites intended for child care, primarily to meet the regulations and codes for health and safety.

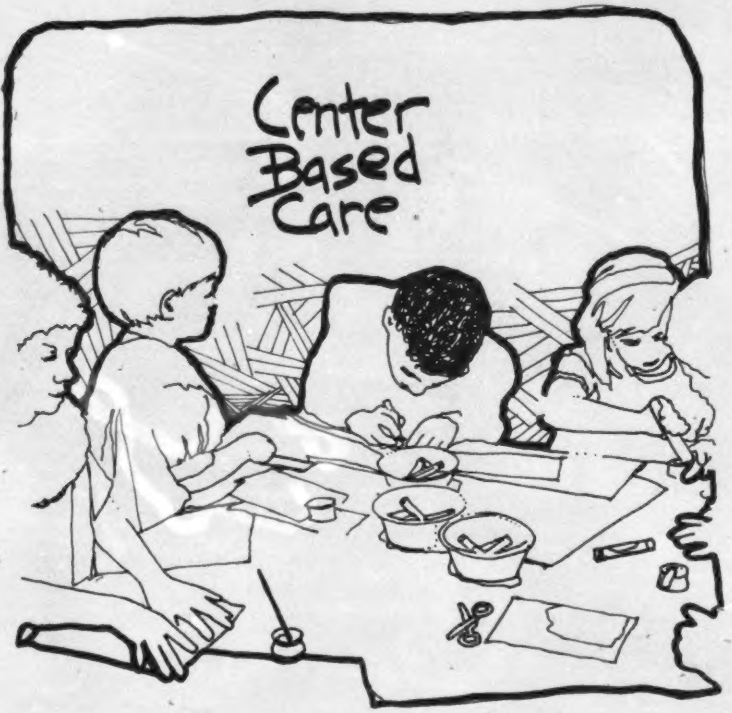
Strengths. The availability of money for Capital Outlay was an exciting and rare experiment in State funding for child care, as it made possible the development of new sites and allowed selected community groups to add child care to their already existing services by providing for improvements to their community services complexes.

The very cumbersomeness of the process for granting this money turned out to be an education in itself, and built up a log of experience which should make the granting of money for Capital Outlay next time easier and faster.

Weaknesses. Apparently, the concept of granting public funds for capital improvements to private businesses, non-profit corporations, and even individuals, is so radical as to cause the State's machinery for delivering funds to break down. Even in the pursuit of a recognized, legislatively-defined public purpose, the legal and financial procedures within State government in California seem inalterably constructed to prohibit or hinder the granting of money for this purpose. Failing that, the bill itself was badly drafted, for not until the first week in May, 1977, were the contract letters for all but $40,000 of the Capital Outlay funds sent to the grantees. The remaining $40,000 is tentatively scheduled for groups which receive child development monies other than AB 3059.

At least six agencies, due to these contract delays, have experienced severe problems in maintaining the quality of their environment for children. Others have had compliance reviews postponed while Capital Outlay problems are worked out. Some have borrowed money, had the necessary improvements completed, and now need to repay their loans, as the interest is coming out of personal funds. Still others are simply delaying in paying the contractors, or, worse, have used program money for critical repairs, causing potential audit problems.

Administrative Problems. Capital Outlay funds had to be delivered through a public entity in the locality of the child care grantee. After lengthy negotiations, the proposal to have a single statewide entity which would serve all Capital Outlay programs otherwise unable to find a local sponsor has not materialized because of the inability of such a public agency to live without a hold harmless clause. Without the hold harmless clause, the public entity could incur liability for damages, liability if the improvements are not completed properly, and/or liability if the program operator ceases doing business with eligible children. OCD was unable to orchestrate the hold harmless clause, and it remains to be seen whether all the grantees who have received contract letters will find public entities through which their Capital Outlay funds can be delivered.


Center
Based
Care

CENTER-BASED CARE

"Center-based care" refers to child care centers, or group care for children in facilities which are staffed, equipped, and licensed for that purpose. Through AB 3059, $2,900,000 was allocated for this type of care, and sixty-one new center-based programs were funded. The GAC visited twenty-three of these new programs.

Strengths. Center-based care has dominated the subsidized child care program operated by the State. Since 1972, the State Department of Education has administered funds to a widely divergent group of sponsoring agencies: public schools, some using additional local tax funds, and some not, welfare departments and other public entities, such as city governments and housing authorities, large, private, non-profit agencies and small community groups, many of them co-funded with United Way monies, private foundation grants, Revenue Sharing, and other monies, and proprietary agencies. Innovation has not been common in this system, probably because of the established momentum within agencies which receive public funds. Group care on the private market, where innovation is common, is more expensive than other types of child care and thus less accessible to low income families.

The enormous number of center-based applications for AB 3059 funding, far outweighing other categories, represents the strong need for center-based care by eligible families in every geographic area around the State. This flood of applications, however, made the selection of center-based AB 3059 grantees the most difficult and the most competitive.

Center-based care is now being provided in areas where there has been no child care in flexible formats which reflect community needs. Resources have been mixed in these programs to expand the impact of the State dollar. Centers have been added to complexes providing in-home, Family Day Care home, and specialized services and thereby increasing options for eligible families.

Weaknesses. The very things which prevent the center care market from being available to low income families were not adequately addressed in AB 3059. Start-up funds for facility preparation and purchase of equipment, and staff for recruiting and initial administrative tasks before enrollment, were not available. Capital Outlay funds could have provided for site preparation and equipment purchase, ensuring a safe and healthful environment. However, not only was Capital Outlay money not available to all new centers, but those receiving Capital Outlay grants were not notified of the amounts of their allocations until May (seven months after program start-up), and they may not yet have received the money (as of this report). Thus, the oft-repeated community task of attempting on a shoestring and donated time to prepare a facility for center care was replayed in AB 3059, frequently resulting in poor program quality.

Most programs visited reported that, to one degree or another, they had underestimated the cost of providing their service. The following examples are typical:

1. A private center providing service at 91c per hour for all children enrolled was funded for fifty subsidized children at that rate. The Director has found that the State's accounting and record-keeping requirements are costing him an additional 6c per hour per child. Obviously, a proprietary center cannot afford to make this contribution indefinitely.
2. An unusual center meeting the difficult-to-meet needs of children whose cultural and social handicaps have not been addressed elsewhere has not been able to mobilize the volunteer resources it projected in its application. In order to meet its budget, the center employs at 75c and $1.00 per hour illegal aliens, who have cultural and language backgrounds different from those of the children the center serves.

Administrative Problems. OCD was best prepared to serve this group of grantees and, accordingly, the administrative problems encountered elsewhere were not so severe in the center-based programs. Insofar as AB 3059 was intended to integrate children from various income groups and to increase for all families the choices of care types, the inclusion of proprietary centers in the subsidized care network definitely supported that integration and expanded parental choice. But so long as State government demands an accountability beyond that required by good child development practice and good private business practice, proprietary centers will participate in subsidy programs only on a limited — and frequently hostile — basis.

General problems with selection of grantees were heightened in the selection of center care programs, making it clear that arriving at rational decisions about proper allocation of funds is contingent on the completion of Statewide needs assessment and planning.

Family
Day
Care Homes

FAMILY DAY CARE

Family Day Care homes (FDC) for subsidized children have been a relatively minor part of the State's total child development program. AB 3059 allocated a significant amount of money for this type of delivery mechanism: $2,470,000, which was allocated to thirty FDC networks. Of these, eleven were contacted for the purposes of the GAC's information-gathering.

Strengths. Many of the strengths of the overall AB 3059 program were highlighted in the Family Day Care component. The application process pulled communities together into inter-disciplinary resource-sharing groups, a networking which has continued on into the program development phase. Family Day Care homes have been satellites to center care, facilitating an exchange of children, training, and staff. Adding FDC as an option to other constellations of community resources has led to the growth of children's services complexes, offering shared resources to providers and offering one-stop information- and program-centers to parents.

CETA and WIN supplementary staff, volunteers, foster grandparents, and students have creatively provided program depth. Community professionals — such as health technicians, architects, planners, and mental health workers — have diversified local program components through networking with Family Day Care systems.

Family Day Care networks have been particularly usable in rural areas, creating programs which are specifically suited to local needs, job patterns, housing, transportation, and cultural styles. Similarly, in urban neighborhoods, FDC lends itself to diversity and design flexibility. Mixing Family Day Care homes with center care has integrated the strengths of both systems, bringing both families and Family Day Care providers into a larger support system. This linkage has upgraded the community perception of Family Day Care as a professional service.

FDC has been established in rural areas where no subsidized care was available before AB 3059, stabilizing parents' employment and promoting a family support network among the individuals and agencies involved. FDC can educate parents to the value of quality care and to the various options and styles available to satisfy family preferences.

In FDC, low salary scales (lower than in other types of care), the use of already available space and supplies, and the use of recycled materials, have lowered the cost of providing child care.

Weaknesses. Low salaries, however, amount to exploitation of providers. In many cases, the wages paid Family Day Care operators are below the minimum wage, the hours longer than allowed under Fair Employment Practices legislation, and the benefits non-existent. Reductions in contract amounts originally proposed, plus the addition of administrative costs beyond original expectations, have resulted in several programs in payments to operators well below current private market levels.

Administrative Problems. Because of the haste with which proposals were put together, some of the projected community resources did not materialize, creating strain on already restricted budgets. Contract cuts in the grant-letting process often created administrative difficulties, since basic administrative size is not always directly proportionate to program size. Paperwork is an example: reporting requirements were overwhelming for FDC, where often the provider is the only adult on the site.

Rapid start-up was a great problem for these programs, as it was for others. The pressing need for quick child hour accumulation did not permit adequate quality control or careful program development. Licensing problems at both the State and county levels have plagued the Family Day Care homes. Many of the standard regulations imposed on small family homes are inappropriate, but the State has not rewritten new ones. Technical assistance has not been available in fiscal management, administrative problems with enrollment and attendance accounting, food services, CETA mixes, and other financial worries, including insurance for networks of individual sites.

Resource &
Referral

RESOURCE AND REFERRAL

Resource and Referral centers funded through AB 3059 represent a new program component in subsidized child care. The centers identify existing child care providers and maintain an information and referral service for child care users; they coordinate community resources for the parents and providers, assist in community child care planning, and frequently operate alternative payment programs. Nine hundred thousand ($900,000) was originally appropriated for "R & R;" twenty programs were funded out of that appropriation in October, 1976. With "one-time only" funds, which became available in March, 1977, nine Resource and Referral programs were added, bringing the funding level to $1,160,000 and the number of programs to twenty-nine, eight of which were visited by the AB 3059 Subcommittee.

Strengths. Through its commitment in AB 3059, California now leads the nation in the development of indirect child care support services known as Resource and Referral. R & R is the only AB 3059 component (with the exception of Capital Outlay) which provides a service to all families, regardless of income — i.e., no eligibility criteria must be met in order to receive information. Thus, R & R programs are enormously popular and enthusiastically welcomed in all communities. R & R helps to provide better utilization of child care slots available in public and private child care programs. Alternative payment programs housed with R & R centers also can enhance this utilization.

Resource and Referral centers are instrumental in stimulating awareness of child care needs and issues within a community and often improve their communities' capacities to plan for child care facilities and funding. They document unmet needs and identify recurring parent complaints and problems. Generally speaking, Resource and Referral centers experience good relationships with local officials and are able to augment their budgets with CETA and other funds administered locally.

Communication and information exchange come somewhat naturally to Resource and Referral centers, so it is not surprising that the informal network of R & R groups (some of which had been funded prior to AB 3059 through United Way and private foundation sources) has grown significantly with the increase in programs through AB 3059. The network provides technical assistance, moral support, and a forum for the discussion of future directions for Resource and Referral:

- Shall new functions include "quality control" monitoring of programs and Family Day Care homes to which the R & R centers make referrals?
- What procedures can be adopted for handling parents' complaints?
- Should all Resource and Referral centers have the flexibility to authorize alternative payments?
- Should R & R be involved in compliance reviews, or offer technical assistance to providers regarding legal compliance requirements?

These issues have been accompanying the growth and development of child care Resource and Referral programs, and the experience of programs funded through AB 3059 has helped to clarify them.

Weaknesses. Developing an essentially new child care service has met with problems. Most of the groups interviewed felt they had underestimated in their original proposals the cost of providing their service.

In addition, one of the strengths of R & R is also one of its weaknesses: one form of service leads to another, one project creates another. Through its coordinative function, an R & R center becomes pivotal to a local area's ability to coordinate a comprehensive mix of child care services, but lacks the flexibility of funding which could be expected to sustain new ventures. Many groups are enthusiastic, therefore, about their potential to identify and help provide needed services, but are demoralized and frustrated by staff and funding limitations.

Improved communications between the Office of Child Development and the Resource and Referral programs are badly needed. By OCD's own admission, the R & R centers were the lowest priority for OCD's technical assistance during the first year of AB 3059. The lack of technical assistance affected many of the centers' abilities to function, especially the new programs. Specially designed reporting forms and required components for narrative reports have yet to be developed; thus, uniform record-keeping has been nearly impossible. Program consultants have been slow to respond to questions, by letter or phone, regarding budgetary matters.

Administrative Problems. In communities where the AB 3059-funded R & R program was an add-on to an existing coordinating group or referral service, the new Resource and Referral centers were able to begin operating almost immediately upon being notified of their funding level. But, where the Resource and Referral services were completely new, two to four months were required for start-up time, a problem which was further complicated by the late November arrival of the first apportionment, necessitating in some cases that personal loans be taken out to get started. This situation caused hardship, as payment of interest on such loans cannot constitute an allowable expenditure of State funds. The delay in delivery of the funds must be considered a serious administrative problem in all the AB 3059 programs where personal loans were required for program operation.

The most severe administrative problem, however, affects the ten groups who received re-allocated funds in March, 1977, for the purpose of expanding their geographic areas of service. Programs were notified of the availability of these funds and encouraged to apply for them. In order to get the money spent by July 1, 1977, these ten groups have conscientiously expanded their geographic areas of service. It is now clear that no funds will be available to continue those new service levels after July 1. A majority of R & R programs will be forced to cut back service; these cutbacks are not easily understood by the community.

Alternative Payments

ALTERNATIVE PAYMENTS

Alternative payments, or direct subsidies, have not been a part of the State-funded child development program with the exception of the Santa Clara County Child Care Pilot Study. Federal funds comprise a substantial amount of subsidized alternative payment funding through Title XX of the Social Security Act, income disregard (through welfare departments), and through WIN child care payments. $3,000,000 was set aside in AB 3059 for alternative payments, $2,595,000 was eventually granted to nineteen programs, of which five were visited by the GAC.

Strengths. Alternative payments are unique in AB 3059, because they constitute a process, rather than a program. They facilitate the following innovations in the public subsidy of child care:

1. The funding by OCD of a variety of types of agency, such as community-based and private non-profit, rather than the county welfare department and EDD systems, which are presently administering other alternative payment systems, using Title XX, WIN, and income disregard funds.
2. The funding of a variety of types of payment, such as payments to parents (vouchers), payments to providers (vendor payments), or fixed subsidies.
3. Coordination with Resource and Referral centers.

Alternative payments allow private operators access to public funds. Proprietary and private non-profit centers have participated in this payment method, resulting in a mix of children from homes of various socio-economic and cultural descriptions. This is good child development practice and good community development. The situation merits further study as a goal in the future expansion of child care.

Alternative payments should increase parental choice by allowing parents access to any child care available in the community and by allowing parents to supplement the cost of care however they choose.

Weaknesses. The single greatest advantage anticipated from alternative payments systems was the broadening of parental choice to include center care (both private and non-profit), licensed Family Day Care homes, and in-home sitters. It was expected this could be achieved by encouraging private providers to expand their services, or even to begin new services, by making it possible for them to gain access to public funds. So far, this mushrooming of services simply has not materialized. Perhaps private care providers feel either that the amount of money available is not sufficient to cover their costs, or that the availability itself is not stable, or both, and they probably would be correct in so assuming. In addition, rapid start-up requirements and project budgets which did not allow a sufficient amount for administrative and services costs have prevented the outreach and program development activities necessary for expansion of service in the community, even while placing heavy workload demands on administrators. And the present reality in many communities is a lack of available child care spaces.

Due to the competitive nature of the grant applications, alternative payment programs were forced to submit low hourly cost proposals, thereby limiting the testing of cost-reducing features. By the time administrative costs are deducted from the amount of money available through the child-hour cost allowed, the child care services purchasing power is drastically curtailed. New Federal laws requiring minimum wages for babysitters could further limit parental choice if enforced, because, in many areas, no choices other than babysitters exist; consequently, parents with only a small amount per hour to spend are unable to utilize their vouchers because of the lack of service availability in a suppliers' market.

Although fiscal monitoring of alternative payments has been strenuous (and costly), the measurement of cost-effectiveness will be difficult and absolute accuracy may be impossible. Cash flow has become a serious problem in the alternative payment programs, because the number of service hours generated is not predictable on a month-by-month basis, nor do the providers feel they should be required to project phantom figures. Again, the inflexibility of State fiscal policies has created severe payment lags for some programs, apparently because reimbursement is not allowed to be based on encumbrance.

A final weakness of the alternative payments system is that the severe budgetary constraints prohibit program quality monitoring of the agencies and homes to which parents are referred, as well as the parent education which could make such quality monitoring unnecessary. In few communities does the variety of options exist to make "parental choice" meaningful.

Administrative Problems. New and experimental programs are likely to be riddled with administrative problems, and the alternative payments experiment is no exception. The OCD consultants seem to have received little training in providing technical assistance to alternative payments programs, and have been unable to keep up with the changing directives regarding start-up costs and comparability. Written guidelines are scant, and those which have been provided have been derived from Title XX guidelines and inhibit the flexibility intended in AB 3059. The law itself and the approved areas of flexibility in program operation need to be clearly stated in administrative guidelines.

Fee reporting mechanisms, comparability documentation, and program accounting, among others, also have all suffered from the lack of specifically targeted program requirements and reporting guidelines. Because of not having clearly defined program guidelines from the beginning and, instead, receiving constantly changing directives, the alternative payments programs are unable to live within their contracted amounts without taking away money from the limited amounts available to providers. Pre-contract information was not made available to applicants about the real — and large — administrative cost of spending public money. This situation is exploitive of the providers, justifiably leading to their generalized mistrust of the program and damaging the providers' relationships with children and families, and with the agencies which are the sources of the alternative payments.

AB 3059 POLICY IMPLICATIONS AND GAC RECOMMENDATIONS

The format for this section, subsequent to the introduction, consists of descriptions of short range and long range policy issues, with the GAC's recommendations.

The Short Range issues are:

- Single State Agency
- Licensing
- Allocation and Application Processes
- Program Consultation and Training
- Reimbursement
- Comparability
- Capital Outlay
- Alternative Delivery Systems

The Long Range issues are:

- Department of Health
- Office of Child Development
- Long Range Planning
- Program Quality

The following is a summary of the GAC's recommendations:

SINGLE STATE AGENCY. The State Department of Education should be the single State agency designated to administer child development programs.

LICENSING. California needs a cohesive policy on licensing child care homes and centers, to be implemented by one State agency and applied uniformly and promptly. Licensing activities should be completely separate from the providing of technical assistance.

ALLOCATION AND APPLICATION PROCESSES. Legislation to create new programs should provide for start-up time and costs. All applicants for State funds should receive in advance sufficient information to facilitate realistic budget planning to cover administrative costs of meeting State regulations for expending public funds. Paperwork should be reduced. OCD needs a revolving fund from which authorized program operators could borrow money at no interest.

PROGRAM CONSULTATION AND TRAINING. Experimental programs require technical assistance and staff training and development. Also, OCD program consultants to new programs require ongoing training.

REIMBURSEMENT. The GAC supports AB 1288 (Lockyer/Torres). If it passes, OCD should involve as many child care providers as possible in designing a system of reimbursement which reduces the current record-keeping and attendance accounting.

COMPARABILITY. The GAC endorses OCD's recent action to eliminate the requirement of proof of comparability in all AB 3059 programs which do not also receive Title XX funds.

CAPITAL OUTLAY. Legislation to create experimental funding opportunities should include, prior to passage, legal preparations ensuring the expenditure of that money for the stated purposes.

ALTERNATIVE DELIVERY SYSTEMS. Specialized technical assistance capabilities are needed to meet the needs of rural child care programs, family day care homes, resource and referral centers, and alternative payments projects. These programs also need reporting forms designed specifically for them.

DEPARTMENT OF HEALTH. The Department of Health should mobilize resources to facilitate delivery of health screening, diagnosis, and treatment services to children.

OFFICE OF CHILD DEVELOPMENT. The GAC has requested that the Superintendent of Public Instruction appoint a committee from the State Department of Education to work with the GAC this summer to identify bottlenecks in child development program administration and to recommend ways to ameliorate the problems.

LONG RANGE PLANNING. California needs a comprehensive policy on child development.

PROGRAM QUALITY. The State should conduct an opinion survey to find out which possibilities for the care of children the people of California think are important.

AB 3059 POLICY IMPLICATIONS AND GAC RECOMMENDATIONS

INTRODUCTION

Whom is child care for — the children, or their parents? Or could it even be said that the informed and loving care of human beings during their formative years is in the best interests of the society as a whole? Although there exists a wide range of opinion on them, little in the way of public debate has taken place on these issues.

What do we want from child care? We cannot be assured that this program in its myriad manifestations represents an appropriate expenditure of public funds until we define its public purpose. Without knowing that public purpose, we have very little basis for delineating the State's responsibility for the care of children. The AB 3059 program is, in a sense, the logical absurdity to have emerged out of all our unanswered and even unasked questions.

Part of determining what we want from providing child care must necessarily include determining who the providers will be, to whom they will be accountable, and what the fulfillment of their role is worth in dollars. These are hard questions, because they demand that relationships be defined: a task our culture is loath to undertake.

Clarification is obtainable, however, in this murky state of affairs. The State should sponsor conferences for parents of pre-school children, conduct surveys, hold public hearings, and otherwise stimulate popular awareness through the media and through appearances and statements by State officials, that decisions need to be made about the State's responsibility for child care. The GAC offers support and assistance to that end, for, without consensus, the issues presented in this section are not finally resolvable and the GAC's recommendations are the best compromises of only one group of concerned adults.

SHORT RANGE RECOMMENDATIONS

SINGLE STATE AGENCY

Significant problems highlighted throughout the Committee's review are the time spent, both at the State and local levels, on administration, accountability, and documentation, beyond what is needed for responsible programming. One source for this over-accountability is the dual administrative structure at the state level.

A sizable portion of the funds used for State-operated subsidized child care comes from Title XX of the Federal Social Security Act (funds which are used for a broad range of social services, including child care). The Federal government has required that a single State agency assume administrative responsibility for all programs funded under Title XX; in California, the Governor has assigned this responsibility to the Department of Health (DOH), Social Services Division.

In 1972, however, the California Legislature designated the State Department of Education, Office of Child Development (OCD), the State's overall child development program administrator. Thus, since 1972, any Federal funds for child care have moved in complicated transfers through the Department of Health to OCD. Both agencies retain responsibility for administration of child development programs: OCD maintains State programmatic records and controls, while DOH reviews the regulations and accountability documents required by the Federal government. Interagency agreements between Health and Education have clarified accountability and attempted to minimize administrative duplication. Nevertheless, program operators do not discern programmatic improvements as a result of this dual structure.

Actual programmatic obstacles arising from dual administration defined themselves in the AB 3059 program. For example, the Department of Health had developed for Title XX programs the State regulations and documentation forms for eligibility, accountability, fee schedules, and administration. For the sake of policy consistency, OCD applied the same regulations and reporting requirements to the Alterntive Child Care Program, and thereby drastically reduced the intended innovation and flexibility provided for in the AB 3059 legislation.

GAC Recommendation

OCD and the Administration jointly and actively should seek a Federal waiver of the single State agency requirement; a waiver would allow Federal funds for child care to flow directly to OCD, eliminating the administrative overlap, clarifying administrative responsibility, and reducing the cost of purely administrative activities at the State level. Until a waiver can be obtained, duplicate monitoring of child care programs should be abandoned, as it is neither programmatically necessary nor fiscally responsible. The State should deny requests for additional staff at DOH to perform monitoring which is duplicative of OCD's monitoring.

LICENSING

The Department of Health is basically responsible for licensing child care sites. DOH does not license care in the child's own home, and subcontracts for family day care homes to local welfare departments in many counties. DOH also subcontracts licensing of certain subsidized programs to OCD. All other child care sites are licensed directly by DOH.

The State's goal in licensing child care providers is not clear: is it to guarantee only minimum health and safety

AB 3059 POLICY IMPLICATIONS AND GAC RECOMMENDATIONS

standards, or to guarantee minimum program quality as well? Furthermore, based on the record, the State's capacity to ensure that every child care site in California is safe and healthful, much less programmatically sound, is questionable. The present system appears to have broken down, at least in terms of timely licensing in all geographic areas and for all covered types of care. In AB 3059, the potential of costly delays in program start-up forced the programs, whenever other licensing systems did not function, to assume the responsibility for monitoring basic health and safety compliance. This function was, for the most part, not reimbursed, and the cost was not anticipated when proposals were drafted, duties defined, and staff hired.

GAC Recommendation

A. The Department of Health must acquire immediately the capacity to license child care homes and centers uniformly, fairly, and promptly.

B. Uniform licensing requirements should be determined for each type of care (center care, family day care homes, etc.). Health and safety regulations should be imposed uniformly, but not dogmatically, retaining the flexibility to respect differences in life-style between urban and rural areas and to accommodate the intentions of innovative program delivery. Licensing functions must be administered by a single agency — possibly to include local offices — which will uphold uniform standards for both subsidized and non-subsidized children.

C. Licensing activities should be completely separate from the providing of technical assistance. They should not be combined, for example, with Resource and Referral activities at the local level, i.e., Resource and Referral agencies should remain information providers and not become monitors.

Recognizing that our recommendations regarding licensing cannot be fully implemented without changing existing statutes and administrative regulations, the GAC proposes to appoint a working subcommittee to participate in joint discussions with the Department of Health, the Community Care Facilities Advisory Committee, and the State Department of Education. The State cannot resolve these licensing problems until appropriate health and safety standards can be applied uniformly — and promptly — across all program types by a single State authority. A cohesive policy in this matter is an urgent need.

ALLOCATION AND APPLICATION PROCESSES

Ten million dollars was allocated. Applications were received for $66.5 million. Under the political and legislative pressure for rapid implementation of a new program deliberately seeking the involvement of non-profit community groups and proprietary centers, OCD's selection of proposals and administration of the new AB 3059 programs broke down occasionally, albeit inevitably. The GAC commended OCD in October for the overall fairness of its initial selection process. The GAC views child care as an expanding resource of immense importance to California's children and their families and is committed to advising the State regarding both effective administration and child development expansion. The legislative goal of integrating community systems with private groups also is critical and must be maintained. We applaud the efforts and the intentions of the Legislature and OCD, but we caution both to respect the inability — and the reluctance — of community organizations to become bureaucracies overnight.

The recommendations below are not intended to be exhaustive, but are those most evident from this difficult first year of AB 3059 and those which the GAC feels can be implemented immediately. The GAC has initiated a request to the Superintendent of Public Instruction for more detailed discussions to commence this summer on ways to restructure State administration of child care programs to facilitate local program development (see Long Range RECOMMENDATIONS, "Office of Child Development").

GAC Recommendation

A. Starting a large new program without adequate staff at the State level does not work. Sufficient funds for State-level administration must be provided in future legislation for child care expansion (certainly more than the current 2½%).

B. If applicants are to be not only innovative, but well-informed and realistic, future legislation to expand child care services must allow a start-up period and provide start-up money. Also, assessment of technical assistance needs should be completed in advance of the application process, so that the budget, contract, and program design negotiations and eventual agreements are known by all involved parties to be in compliance with all State regulations. The start-up period must be adequate to allow for careful negotiation before application budget figures are reduced. If the State child care network is to include a wide range of providers — including proprietary and community non-profit groups, and other small entities not otherwise receiving State funds — it is particularly vital that full pre-application information be provided regarding what the receipt of State dollars entails.

C. OCD should develop a manual containing all information pertinent to administrative and fiscal reporting requirements and make copies available to all applicants for State funds for child care. The manual would facilitate more nearly accurate projections of staff needs and administrative and program costs. It would include sections on:

- fiscal and accounting procedures;
- reimbursement;
- attendance reporting;
- numbers and types of reports required;
- a timetable of reporting deadlines;
- apportionment schedules;
- estimates for travel and phone costs required for communications with Sacramento;
- audit requirements, including cost guidelines;
- estimates for start-up costs;
- guidelines for program development planning and costs;
- suggestions for staff training and orientation; and
- recommended programs of community relations.

D. On-going reviews of the cost-effectiveness of accountability and reporting requirements might possibly result in the reduction of paperwork. In short, we need to know whether the information we are getting is worth the cost of collecting it. Realistic accountability is essential in a program which encourages the participation of small community groups and private operators. Program operators complain bitterly of administrative record-keeping which does not positively affect program management, but which does strain already limited budgets. Record-keeping requirements must be reviewed not only by OCD, but by the GAC, the Department of Health, and the Department of Finance.

E. Audit requirements for local programs should be reviewed immediately by OCD and a plan developed for reducing the costly and duplicative private annual audits. The first year's flexibility for AB 3059 programs to eliminate this unexpected audit requirement is welcome (developed by OCD at the end of the program year), but a long-term solution must be found.

F. Requiring money to be returned at the conclusion of the year and not allowing administrative and fiscal flexibility for the start-up periods are questionable State policies when applied to a system involving scores of small agencies. The State should allow allocated funds to be carried over into subsequent fiscal years in all experimental programs statutorily limited to a fixed number of years, so that orderly program development can occur. This badly needed flexibility would eliminate the present situation, in which experimental programs are uncertain of annual allocations until late in the program year.

G. OCD needs a revolving fund from which authorized program operators would borrow money at no interest whenever State-caused delays prevent prompt delivery of apportionments.

PROGRAM CONSULTATION AND TRAINING

During the application, planning, and start-up phases of AB 3059, child care agencies — especially those new to State funding — required more training and program consultation than OCD could provide on its limited funds and with its limited staff. The OCD consultants themselves appear to have been inadequately trained and were confused about their relationship to the grantees (monitor or advisor?). This problem is one which will be analyzed in the summer discussions the GAC has proposed to the Superintendent of Public Instruction. In the meantime, however, the following recommendations can be made.

GAC Recommendation

A. Demonstration projects should include funds for State-level staff training during start-up periods.

B. New program legislation should accommodate staff and time requirements for development of appropriate regulations, guidelines, and funding mechanisms; the delivery of technical assistance to new applicant agencies can be omitted only at the peril of the applicants' survival and success.

C. Technical assistance for program support should address specific needs — such as accounting and reporting — but also general concerns, such as rural child care program development, family day care home management, or alternative payment systems.

D. Program consultants' job descriptions and training experiences should be reviewed for the following components:

- skills and sensitivities required for dealing with community groups;
- understanding of the differences and conflicts between monitoring and the providing of technical assistance and program consultation; and
- knowledge of alternative delivery modes, diverse geographic needs, cultural styles, and administrative models.

REIMBURSEMENT

The most widely experienced problem within AB 3059 programs, and probably all child development programs, is frustration over the current system of reimbursing child service hours. Using child hours as the units of service does not cover the costs of providing the service, or certainly not the cost of making the service available. The result is that providers, who have to meet payrolls and pay the rent, frequently experience severe cash flow problems. In addition, the reporting demands which accompany the present reimbursement system are inappropriate for programs which are intended to increase the involvement of community groups; they are cumbersome, sophisticated, time-consuming, and costly.

Another significant inadequacy of the present reimbursement system is that it is unilaterally applied to several widely divergent types of service. The single system approach does not accommodate the special requirements of alternative payment programs, for example, in which a child may be enrolled in a private program where s/he is the only child requiring this documentation. Unilateral application causes a burden to family day care homes where, ordinarily, only one adult is on the site, making it necessary for that adult to fill out forms either while the children are in the home and requiring supervision or to do so during "off hours."

GAC Recommendation

The GAC has worked actively to help develop a bill currently under consideration by the Legislature (AB 1288, Lockyer/Torres) and strongly recommends that the present reimbursement system be changed as quickly as possible. The method of reimbursement for the future should be the subject of extensive field discussion, involving the Office of Child Development, the GAC, and the broadest possible range of other child care groups and children's representatives. During the development of a new system — which process will take place if AB 1288 does pass and become law — AB 3059 programs would be ideal testing grounds for proposed new methods of accounting and reimbursing. The GAC commends OCD for its recent flexibility, as announced to AB 3059 programs, in developing modifications to the present reimbursement system while continuing to gather appropriate attendance documentation.

COMPARABILITY

The AB 3059 programs have been required to provide documentation that AB 3059 children are not being reimbursed in a single facility at a higher rate than other

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children in the same facility for the same level of service. The converse proof is not required, although, in some cases, 3059 reimbursement is less than the fees paid for non-AB 3059 children. Proof of comparability is a complex maneuver; indeed, the administrative cost involved in trying to create such proof may be the factor which causes higher hourly costs for AB 3059 children.

GAC Recommendation

OCD in mid-June informed programs that, unless they also receive Title XX funds, they will not be required to demonstrate comparability, but only that services are being provided equitably to all enrolled children. The GAC is delighted by elimination of this burdensome requirement.

CAPITAL OUTLAY

The policy intent of a portion of the AB 3059 appropriation was to make available Capital Outlay funds which could be used for renovation, minor repairs, or major site alteration, thus potentially expanding both the sheer availability and the quality of child care in a community, whether through public or private, subsidized or non-subsidized, delivery systems. The process of granting and delivering these Captial Outlay funds, however, has been difficult and lengthy, resulting in only minor expenditure of funds after nine months of AB 3059 program operation.

The major problems are:

A. State fiscal management policies require substantial assurances and protections when public funds are used by private entities.

B. These assurances include requiring an unspecified public entity to incur the liability for completion of the work, for reliability of the work, and for continued program operation by the private renter or owner. Understandably, local governments and other public entities have been reluctant to incur such liability, even for minor renovations and repairs.

C. In addition, some Capital Outlay grantees whose operation of other AB 3059 components was contingent on capital improvements have borrowed money to complete the necessary repairs to avoid having to return the balance of their allocations. As noted elsewhere in this report, interest on loans is not an allowable grant expense; therefore the delays in getting Capital Outlay funds out of Sacramento have left the grantees without means of being reimbursed for fronting the costs of repairs. Other programs have delayed program start-up or are operating programs in clearly substandard facilities.

The GAC considers it unconscionable that the laudable legislative intent to improve and expand child care through minor capital outlay has been thwarted by seemingly insurmountable State fiscal policies and procedures. Child care expansion rests to a great extent on the flexibility of Capital Outlay funds.

GAC Recommendation

The GAC recommends that the State devise a legal mechanism to expedite the expenditure of these and future Capital Outlay monies, and requests that the Governor's Office make available legal counsel for this purpose. Further, the GAC recommends that creation of new and innovative programs by the Legislature and/or the Administration be preceded by the necessary legal groundwork which will make it possible to expend funds in pursuit of the stated purposes. However praiseworthy the intentions, inattention to the mechanics of this legislation by State officials required private and community groups to bear costly consequences.

ALTERNATIVE DELIVERY SYSTEMS

1. RURAL CHILD CARE

Child care and other services to children frequently do not exist in rural areas, even in proportion to the population, as they do in cities and suburban areas. Moreover, conditions which we know are likely to create problems for children are prevalent in rural areas: social isolation, poverty, lack of access to health and social services, and unsafe housing.

GAC Recommendation

The Office of Child Development should develop technical assistance capacities to serve rural programs. Rural programs need to be designed to meet specifically rural conditions and needs. Funding adjustments should reflect the need to provide services typically lacking in such areas (health, social, mental health), and to accommodate higher program administration costs for travel, telephone communication, site creation, and recruiting.

2. FAMILY DAY CARE

The folding in of Family Day Care homes with other types of child care which make up the mix of options available through State funding is an important innovation. Particular families need or want Family Day Care's adaptability, and special populations — such as in rural areas — rely on the availability of small family homes as the only economically feasible type of care. However, the application of State funding mechanisms and reporting requirements to small Family Day Care homes has been unrealistic and a continuing problem within AB 3059.

GAC Recommendation

The GAC recommends that OCD develop specifically for family day care homes reporting forms which acknowledge and help to preserve the flexibility and adaptability Family Day Care is already adding to the child care facilities network.

3. RESOURCE AND REFERRAL

Resource and Referral centers represent a departure in child development funding. Information and referral services are offered to all parents, not just to those eligible to enroll their children in subsidized programs. R & R also supports local government by supplying information needed for community planning. Because children are not served directly by R & R, and because the information is available regardless of eligibility, the reporting and accounting forms used in other AB 3059 programs have been either inappropriate, untimely in arrival, or lacking altogether.

GAC Recommendation

The GAC recommends that OCD develop specifically for Resource and Referral agencies reporting forms which

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accommodate R & R's provision of broadly available support services to child development activities and which provide a record to local planners of information such services generate.

4. ALTERNATIVE PAYMENTS.

Alternative payment programs constitute a different relationship between client and State from the State's efforts to provide child care services directly through subsidized programs. Alternative payments are designed to increase parental choice of child care and to facilitate the integration of economic levels of clients in private child care settings.

Analysis is lacking on whether the private market system works well in child care; whether public funds can be used effectively in vouchers or vendor payments to stimulate private markets in child care; whether alternative payments do in fact increase parental choice; whether Resource and Referral centers are necessary to alternative payment systems; whether reimbursement can be equitably administered so that subsidy is comparable to private prices and less complicated than it has been to obtain; and whether alternative payment systems support real differences in style, content, and administrative structure for child care programs.

The GAC held in June, 1977, a full day of hearings on alternative payment systems in which these questions were addressed by consumers, AB 3059 providers, private child care providers, and public agency personnel. A GAC subcommittee has been assigned to review the transcript from this public hearing and to develop recommendations. The subcommittee's report will be available this fall. In the meantime, the GAC is prepared to make short range recommendations for the operation of the AB 3059 alternative payments program.

GAC Recommendation

The GAC recommends that OCD develop for alternative payments appropriate reporting requirements which are in keeping with the legislative intent of promoting maximum innovation and flexibility within the delivery system. The forms should accommodate record-keeping of parent fees; attendance record-keeping (when attendance occurs in private centers or homes); cash flow (State hourly reimbursement is substantially different from most private child care fees in that private fees are usually standard monthly payments paid in advance); reimbursement based on encumbrance; and accountability procedures for the local agency (who is responsible, for example, for assuring program quality: the participating families or the agency delivering the money?).

Alternative payment programs are designed, and should be used by OCD, to experiment with accountability. As the program enters its second year, alternative payment programs could well be used to experiment with new attendance accounting, reporting forms, payment procedures, and other record-keeping innovations. The Office of Child Development in June announced its intention to allow programs some flexibility in developing reimbursement methods. The GAC heartily welcomes this experimentation.

LONG RANGE RECOMMENDATIONS

DEPARTMENT OF HEALTH

Child care programs need help in developing resources for health, nutrition, social, and mental health services for use by children and their families. Such resources are frequently not available for child care clients, or difficult to procure even when available. Child care is the most widely available service for support of families with children under school age but, as a delivery system for social and physical illness prevention, child care is woefully underutilized. Programs such as those funded under AB 3059 need assistance from the Department of Health in establishing coopertive networks of health care and social services technicians and professionals — complete with their screening and diagnosis tools and treatment technology — to extend services to children and families who are going without such services.

GAC Recommendation

The Department of Health and the Office of Child Development should, as a joint project, survey and catalog the availability of health, nutrition, social, and mental health services to children and their families, and should analyze the impact on families, long and short term, when such services either are not available or are not used. The two agencies should promote through their existing contacts in the field local linkages for health services delivery, using child care programs as the delivery sites.

OFFICE OF CHILD DEVELOPMENT

Funding mechanisms, reporting requirements, training and consultation for new and innovative programs, gaps and overkill in regulations and accountability, and communication between OCD and the programs are problems whose tales run throughout this report.

GAC Recommendation

The GAC has requested that the Superintendent of Public Instruction authorize a committee within the State Department of Education to work jointly with the GAC this summer to identify administrative bottlenecks within AB 3059 and other child development programs and report back to the GAC, the Superintendent, and the Governor by late September. This joint committee will address at least the following issues:

A. Possible structural conflicts within the role of the program monitor/program consultant/technical assistant for the OCD consultant specifically and the OCD administration in general.

B. Feasibility and advisability of establishing district offices, or local prime sponsors, through which to conduct administrative and support activities closer to the program level.

C. Adequacy of OCD's administrative budget in proportion to the total child development program, taking into account particularly the large number of small community groups, proprietary groups, and non-profit agencies engaged in local child care delivery.

D. Streamlining of record-keeping, accountability, audit procedures, attendance accounting, reimbursement, and other paperwork required of child development programs.

E. Funding mechanisms which frequently require small programs to borrow money to make up for delays in funding, causing the programs to incur interest charges which are not allowable program expenditures.

F. Possibility of letting eligibility to receive State funds for child care trigger automatic eligibility for participation in State-sponsored food and insurance programs.

G. Development within OCD — or by an outside agency, through OCD — of adequate technical assistance capacities for new and on-going grantees.

H. Resolution of OCD's continuing communication problems, including but not limited to:

1. how to gather program operators' input regarding program quality and problems;
2. how to facilitate program operators' participation in the decision-making processes which determine resource allocation and program design;
3. how much is adequate notice of administrative and accountability decisions which affect local program administration and program design;
4. policy of providing written confirmation of program decisions; and
5. sending timely written responses to correspondence.

LONG RANGE PLANNING

Dual State responsibility for child care services (see discussion of "Single State Agency" under SHORT RANGE RECOMMENDATIONS) has led to a situation in which overall planning for child development — including expansion, administrative mechanisms, funding mechanisms, eligibility, and overall goals — takes place intermittently and in an atmosphere of conflict. Reliance on Federal goals and policies, as articulated in Title XX and the Federal Interagency Day Care Requirements (FIDCR), leaves curious gaps in State policy, and promotes tacit acceptance of Federal goals and plans without State review. In addition, the lack of public debate on the question of whom State subsidized child care is intended to benefit — the children, the parents, the employers of parents? — results in a questionable relationship between the State's purposes in providing child care and families' reasons for seeking out and using it.

Many of the problems in AB 3059 are direct products of the vacuum in child development planning. Because there is no plan, for example, AB 3059 proposals were selected for funding not on the basis of how well the proposed programs fit into identified service needs, but because they were individually well-written and cost-effective proposals. The imposition of Title XX regulations and accountability systems onto AB 3059 — plus the lack of guidelines for Family Day Care, alternative payments, and Resource and Referral programs — exacerbated the effects of not having clear direction. Until the planning phase is complete, chaotic start-up periods and community dissatisfaction with the allocation process will continue.

GAC Recommendation

The GAC feels it has a role to play, along with involved State agencies and other groups involved with children's services, in developing long range plans which address service needs, geographic differences, program flexibility, funding mechanisms, and eligibility. Key to such planning will be definition of goals, decisions as to what kinds of things government does well in human services, and determination of support services necessary in a delivery system (needs assessment, coordination, local planning, Resource and Referral).

Child development policy must answer, at a minimum, the question of whom we should serve. If children, then a State policy might include recommendations for modifications in work structures so that job pairing and other flexibilities would meet children's needs through family structures. If parents, then child care sites would be located near work and market places. If society, then child care systems would undoubtedly utilize the best knowledge we have about optimal conditions for the growth and well-being of children.

The GAC, through its subcommittee structure, has already begun to study the issues involved in developing a State policy on and long range plan for child development in California. This report on AB 3059 provides documentation of our progress in that endeavor, as much as it seeks to name and clarify issues. The GAC looks forward to working with the Governor, the Superintendent of Public Instruction, the Office of Child Development, child care providers, parents and hopefully children as well, to sustain this vital and challenging effort.

PROGRAM QUALITY

The central issue in all child development programs is quality. AB 3059 was designed to test whether child care can be provided for less money than non-alternative subsidized child care programs are presently costing the State. Apparently, on the basis of the first year's experience, it can. However, the first year also indicates that substantial volunteer resources and other non-monetary donations are being utilized in the programs, and that the stability of these donations is not foreseeable. In addition, many of the component services — health services, staff development, mental health services, parent education, and social services — are lacking, or are only randomly available in the new programs. Child care sites offer convenience and efficiency for these and other support services to families; possibly, it is unwise at this point to eliminate this combination by seriously cutting back on child development funds. Paying child development workers the minimum wage, or below, also is questionable practice in pursuit of program quality.

The outside evaluation authorized in AB 3059 will address itself in part to the question of cost vs. quality. Hopefully, that assessment also will address staff pay and benefits, the impact on service of a reduction in support

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components, and client satisfaction. Ultimately, however, administrative and legislative decisions must be made about the cost-quality trade-off. If it comes to making a choice between quality and low cost, which alternative best satisfies the State's statutory responsibility for facilitating the availability of child care? A State plan for child development would provide guidance on how to answer this pivotal question

GAC Recommendation

The GAC recommends that the State conduct a public opinion survey on the appropriate focus for public funds earmarked for child care and make other attempts — public hearings, conferences, information dissemination — to obtain sufficient citizen feedback on child development issues to permit the formulation of a comprehensive State plan that makes sense to families.

GOVERNOR'S ADVISORY COMMITTEE MEMBERSHIP COMPOSITION

EDUCATION CODE

16735 The Governor shall appoint an advisory committee composed of one representative from the Department of Employment Development, one representative from the State Board of Education, one representative from the State Benefit Payments Board, one representative of the Director of Education, one representative of the Director of Benefit Payments, one representative of the Director of Health, and one representative of private education, one representative of child welfare, one representative of private health care, one representative of a proprietary child care agency, one representative, of a community action agency qualified under Title II of the Economic Opportunity Act of 1969, and five parents of children participating in child care programs of whom at least three shall be parents of children participating in programs authorized by Division 12.5 (commencing with Section 16700), appointed from names selected by a democratic process to assure representation of the parents of children being served, four persons representing professional or civic groups or public or nonprofit private agencies, organizations or groups concerned with child development programs, one representative from the State Advisory Health Council, and one representative from the Department of Rehabilitation The representative from the State Advisory Health Council and the Department of Rehabilitation shall serve as ex officio members.

The advisory committee shall assist the Department of Education in developing a state plan for child development programs pursuant to this division

The advisory committee shall continually evaluate the effectiveness of such programs and shall report thereon at each regular session of the Legislature

GAC
Governor's
Advisory
Committee
On Child Development Programs

INTRODUCING THE MEMBERS OF THE GOVERNOR'S ADVISORY COMMITTEE ON CHILD DEVELOPMENT PROGRAMS, FY 1976-77

Members of the Governor's Advisory Committee on Child Development Programs serve upon appointment by the Governor, within categories outlined in statute. A copy of the membership categories outlined in the Education Code, Section 16735, has been included in this report. Members of the Committee are introduced below, followed by their response to the question "What is your overall conviction regarding the kind of care which is best for children?"

ALMDALE, LINDA S.
Humboldt Child Care Council
514 "K" Street
Eureka, California 95501
707/443-5641

Parent Representative

GAC Treasurer, AB 3059 Subcommittee Member

Occupation: Children's Programs Administrator, Humboldt County; Parent of Kea, 6

A child care delivery system in the State of California should be designed to allow parent choice regarding the type of care. Further, the health and safety of every child left in care should be assured by the State. Child care should be designed for the needs of the child as well as for the needs of the parents and for an overall consideration of the best services for preserving the family's stability.

BOYCE, LORRAINE
City of Escondido
City Hall, 100 Valley Boulevard
Escondido, California 92025

Public Representative

Occupation: City Councilwoman

I feel very strongly that child care should be available to all children in California, regardless of family income, and that programs must be designed to encourage parent participation. Educational programs for parents should be considered requirements for participation in all publicly funded programs. Alternative modes of child care should be available for parents to choose. All child care programs should include support services to the child and to his or her family. The State's child development program should be administered by a single State agency, preferably the Department of Education, and should never be placed under the auspices of the welfare departments.

BROWN, GEORGE
State Department of Health
744 "P" Street
Sacramento, California 95814
916/322-8287

Department of Health Representative

The Department of Health believes that no single type of child day care service is best for all children. Individual children and families have widely differing needs for day care services. The Department of Health believes parents should have the opportunity of choosing care from a variety of different services, including but not limited to in-home care providers, family day care homes, and child care centers operated by both public and private, profit and non-profit organizations.

CAMP, C. CATHERINE
2222 "H" Street
Sacramento, California 95816
916/446-2488

Parent Representative

AB 3059 Subcommittee Member

Occupation: Children's Services Planning

Child care is a family support system which, at its best, supports and enhances the family relationship. It should not be tied to the employment status of parents or to the perceived defects of children. It should be viewed as a positive social service. It should be available in the community, with flexibility as to hours available, cultural and value styles, services available, and program design. It should be viewed as skilled and valued community work, with pay and working conditions which match that value. It should be available in such variety and flexibility that children receive the services their families identify as necessary at a reasonable cost.

CASTRO, JUANITA A.
East Long Beach Neighborhood Center
2600 East 7th Street
Long Beach, California 90804
213/434-0956

Parent Representative

AB 3059 Subcommittee Member

Occupation: Licensed Vocational Nurse

I believe that quality child care is the right of all children. The reason for this is that, as the quality of child care improves, the child, as he or she grows up, will be able to function as a member of society much more effectively, having acquired the loving care which is every child's right in the early years.

CORY, SARA
744 "P" Street
Sacramento, California 95814
916/322-3141

Department of Benefit Payments Representative

Occupation: Manager, WIN Supportive Services Branch, Department of Benefit Payments

I am concerned primarily about the quality and availability of child care for low income families. Since current welfare regulations require mothers with children 6 years old or older to register for work as a condition of eligibility for AFDC, I believe that we have a responsibility to see that their children receive safe, quality care at reasonable rates.

DRINKER, JOY
14711 Fruitvale Avenue
Saratoga, California 95070
415/867-1974

State Board of Education Representative

Occupation: Housewife

The kind of care which is best for children is care which parents have joined to meet their family needs from a variety of child care arrangements. The kind of care which is best for children is offered in an attractive, safe facility appropriate for a range of activities. The kind of care which best meets the need of children is a program staffed by caring, trained personnel who are dedicated to stimulating the growth and development of the whole child. The staff recognizes the uniqueness of each child and values what each child brings to the child care environment. The best kind of care for children offers a program based on the developmental needs of the child with health and nutritional services. Parent education and training are integral to the success of the child care, and information and referral services provide additional family support. The kind of care that is best for children is care which is available to parents who need it at a reasonable cost.

GRUBB, NORTON
668 Noe Street
San Francisco, California 94114
415/863-0532

Parent Representative

AB 3059 Subcommittee Member

Occupation: Economist

Child care must remain controlled by parents, with professionals and bureaucrats facilitating parent choice and control, rather than restricting them. To that end, the State should facilitate the availability of a wide variety of different kinds of day care programs; facilitate an adequate supply of day care spaces; provide some subsidies based on income; and support "market-making" activities, like resource and referral centers, loan programs, start-up costs, and capital outlay, so as to minimize the "market imperfections" which plague child care.

HARKER, JACQUELINE N.
4500 Densmore Avenue
Encino, California 91436
213/789-3807

State Benefits and Services Advisory Board Representative

Occupation: Housewife

From what I have been able to see, it appears that the child is best served in a setting most closely resembling his/her home environment. Vendor payments allow for the freedom of choice to which parents should be entitled.

JANSSEN, VIOLET M.
16971 Flower Vale Lane
Hacienda Heights, California 91745
213/964-6157

Parent Representative

AB3059 Subcommittee Member

Occupation: Presently homemaker, in the past, social worker with the blind.

It is my personal conviction that children are best nurtured in a loving, supportive environment, centered around close relationships with strong, positive role models. It is my own feeling that, in most cases, it is probably best if this environment is in the child's own home with his or her own parents, brothers, and sisters. Since this is not always possible, or desirable to parents, we must seek to emulate this rich, loving environment in all other child care settings, whether publicly or privately supported.

KELLEY, LEON R.
286 Euclid, Suite 207
San Diego, California 92114
714/262-8624

Private Health Care Representative

AB 3059 Subcommittee Member

Occupation: Pediatrician

Children need to be cared for by people with the training to provide stimulation, education, and discipline as well as complete health care. School problems, drug abuse, and delinquency are all a reflection of the lack of these basic early supports in the lives of many children. Everything becomes easier with an early jump on these problems through good solid programs of child development.

MARQUART, DEANNA J.
1040 Charles Street
Broderick, California 95605
916/371-3280

Employment Development Department Representative

Reimbursement Subcommittee Chairperson

Occupation: Chief, Policy Planning Division, State, Economic Opportunity Office

Children should be "partners" with the adults in their lives and be learning all along to respect and enjoy excellence in other people (without feeling threatened by or wanting to destroy it); to be resourceful in the midst of their own as well as others' problems, to convert work into life-sustenance, to make and keep agreements; to exercise their rights; and to be imaginative in fulfillment of their personal, occupational, and social responsibilities. Any way to provide child care which would also facilitate such a child-adult partnership, I would consider ideal — and worth the cost of striving toward it. In short, I think that integrating children into community and economic life is necessary in any society which expects to last very long, and that the cost of doing so has nothing to do with the need for it.

PETERSON, EARL G.
17555 Sequoia Tree Lane
Irvine, California 92715
714/552-0262

Proprietary Child Care Representative

GAC Vice-Chairperson; Regulations Subcommittee Chairperson; Reimbursement Subcommittee Member

Occupation: Private Pre-School Director

Child care must meet the requirements of the family. Therefore, it is imperative that parents have alternatives to fit their individual needs. In order for these alternatives to function, it is necessary to provide a climate which allows public, non-profit, and private facilities to operate successfully.

SIEGEL, PATRICIA
24 Irving Street
San Francisco, California 94122
415/566-8401

Public Representative

Subcommittee Memberships: AB 3059, Reimbursement, Licensing

Occupation: Executive Director, Childcare Switchboard; Parent of Toby, 8, and Tara and Kelsey, 5

I have a strong commitment to parental choice in child care. From both my own experience as a parent, and from over five years experience with a broad range of San Francisco parents and providers, I have learned that different children need different types of care. These include in-home providers, family day care homes, public and private centers, and co-ops. I have also become painfully aware that there is not enough subsidized child care available to meet the needs of children in San Francisco and all over the State. This is especially true for children under two. I believe that child care services are an important part of any community. I prefer to see child care available within the family's community/neighborhood and sensitive to their cultural and linguistic needs.

SMITH, AUDREY L.
Economic Opportunity Commission of Yolo County
511 Main Street, Suite 322
Woodland, California 95695
916/666-0981

Community Action Agency Representative

AB 3059 Subcommittee Member

Occupation: Executive Director, Community Action Agency

Our kids are our future, if we are to have one at all. Children who must receive day care not only have the right to such care, but they also deserve the best that we, in our wisdom, can provide for them. We must look at the whole child, in terms of health, mental health, and the social atmosphere. In order for children to grow to their maximum potential, day care must also provide for growth and development experiences for parents, to allow them to parent successfully within their own moral and cultural frameworks.

WALKER, FRANCES L.
Office of Child Development
1500 5th Street
Sacramento, California 95814
916/322-6231

State Department of Education Representative

Occupation: Assistant Superintendent of Public Instruction for Child Development

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WEINSTEIN, VIVIAN
1253 S. Stanley
Los Angeles, California 90019
213/603-4661 (work)

Public Representative

GAC Chairperson; AB 3059 Subcommittee Chairperson

Occupation: Assistant Professor of Pediatrics, Charles R. Drew Postgraduate Medical School, Martin Luther King, Jr. General Hospital

Every working parent should have the choice of child care. It should be available on a sliding fee scale to parents of every economic level.

WIHNYK, LAUREL
State Department of Rehabilitation
830 "K" Street Mall, Room 322
Sacramento, California 95814
916/322-6606

State Department of Rehabilitation Representative (Ex Officio Member)

APPENDIX

GOVERNOR'S ADVISORY COMMITTEE ON CHILD DEVELOPMENT PROGRAMS

AB 3059 Subcommittee Program Visit Questionnaire

Name of Agency: ______________________________ Program: ______________

Address: ______________________________ Telephone: ______________

Date of Visit: ____________________ Subcommittee Member: ______________

Agency Person(s) Contacted/Interviewed: ______________________________

Position(s) of Person(s) Interviewed: ______________________________

Funding

1. Have you encountered unusual funding/financial difficulties? If so, have they been resolved?
2. Is your program's fiscal stability threatened by the current reimbursement system administered by the state? How would you like to see it changed?
3. Are you utilizing non-state (SDE) sources of funds for your program? If so, what are they? What percent of your funding is non-state?
4. What other community resources have you been able to utilize? Has AB 3059 funding assisted your community in coordinating resources? If so, how? What problems have you encountered?
5. Will you be able to operate within the hourly reimbursement rate approved in your contract (funding letter) with SDE? If not, what has occurred that has made this not possible?

Staffing

6. What is your teacher/child ratio? What is your adult/child ratio (adults who assist in the direct care of the children)? How is it working?
7. Is the number of adults sufficient to meet the children's needs adequately?
8. Are the salaries paid to your staff equitable with those paid to other child care program staff in your geographic area?
9. How many volunteers do you have? How many hours do they contribute?
10. Do you have other adults working in the program not paid for by your program budget (e.g., CETA trainees, work-experience students, etc.)

Program Operation

11. Are you encountering particular problems because your program is innovative? Detail
12. What particular problems have you encountered being "new" in attempting to get started?
13. Is your program unique to your area? Do you feel it has replicable features? If so, what are they?
14. What are the cost-reducing features of your program? How are they working? Are they replicable?
15. Have you received the technical assistance needed to implement and operate your program? If not, what is needed?
16. Have you had an opportunity to communicate with other AB 3059 programs similar to yours? If yes, what have you learned?
17. Have you requested, or will you request, any Education Code waivers from the State? If yes, in what areas?

General

18. What do you feel is the greatest benefit of the new programs funded by AB 3059?
19. In what ways might the Governor's Advisory Committee on Child Development Programs be of help to you in your program operation?

General Comments

Credits Many thanks for all their hard work to the following:

AB 3059 Subcommittee Members:
Vivian Weinstein, Chairperson, Los Angeles
Linda Almdale, Eureka
Catherine Camp, Sacramento
Juanita Castro, Long Beach
Norton Grubb, Berkeley
Violet Janssen, Hacienda Heights
Leon Kelly, San Diego
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